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REPORT AND RECOMMENDATIONS

OF THE

PARKS MAINTENANCE TASK FORCE

Submitted to the Austin City Council

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REPORT & RECOMMENDATIONS
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PARKS MAINTENANCE TASK FORCE

Executive Summary

I. The Task as Defined by City Council

The Citizen's Planning Committee made the following recommendation to the City Council on January 19, 1995:

Rec. X,B parkland maintenance generally has suffered. Furthermore, the existing policies and lack of funding prevents the development of neighborhood pocket parks. Neighborhood pocket parks should be encouraged. The City should increase funding for parkland maintenance. . . .

On January 11, 1996, the City Council adopted a resolution which created the Parks Maintenance Task Force, and charged it as follows:

...[T]he aforesaid task force shall recommend policies to enable the City to deal more effectively with the problem of parkland maintenance, including the problems of maintaining neighborhood pocket parks and identifying additional financial resources for parks....

II. Scope of the Problem

Austin's park system is well-known throughout the state, and even the nation. The attraction of Barton Springs Pool, Umlauf Gardens and Auditorium Shores are legendary. The amount of parkland per capita surpasses all but a few cities throughout the country.

However, parks maintenance has become a critical problem. Over the past ten years, appropriations have not kept up with maintenance needs. Our Parks and Recreation Department (PARD) has been obliged to perform some maintenance tasks less frequently, and to defer others literally to the breaking point. PARD finds new parkland difficult to care for, even if it has not been developed.

The essential facts are these:

*** The PARD budget fell from \$19.5 million in 1986-7 to \$15.2 million in 1989-90, then gradually climbed back to its present level of \$19.4 million (1995-6).

*** During this nine-year period, full-time employees (FTEs) decreased from 485 to 424.5, while park acreage increased from 11,163 to 14,204.

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*** As a result, PARD manages 3,000 additional acres of parkland with less money and FTEs than in 1986.

In essence the problem now has three faces:

A. Remedial Maintenance (Deferred Maintenance)

Because many major maintenance projects have been long deferred, and merely "patched-up" as funds would allow, a major capital investment is now needed to remedy these problems. A total of \$33 million is required.

B. Preventive Maintenance

In order to avoid falling into the trap again in a few years, PARD must have the funds to do true preventive maintenance on an on-going basis. To adequately fund maintenance needs, the Parks Department needs \$2.77 million additional funds annually. (See Appendix A, Chart entitled "Daily Maintenance Options.")

C. On-Going Minimum Maintenance.

New strategies are needed to enable PARD to keep pace with on-going minimum maintenance.

III. Recommendations

A. Bring Deferred Maintenance Current: Bonds are the Only Solution

Because so many maintenance projects have been deferred, problems have grown so serious that infrastructures now require replacement or major overhaul. The cost of replacement and overhaul now far exceeds the resources of PARD's operating budget. As a consequence, the Task Force recommends that a capital bond issue be proposed to the voters along the lines outlined Appendix B, "Remedial Bond Package."

The Task Force recommends that the remedial maintenance bonds be combined with additional bonds for new park facilities. New facilities are needed in all parts of the City, and projects should be selected to maximize support for the bonds in all sectors.

B. Provide True Preventive Maintenance Through a Combination of Solutions

Once deferred maintenance has been remedied, it is imperative that sufficient resources and cost-savings be found so that true preventative maintenance can be done on an on-going basis. PARD estimates that this will cost an additional \$2.77m per year, beyond the existing maintenance budget, to keep maintenance current.

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1. Increase Public Revenue

- a. Increase Appropriation from General Fund

In the short run, the General Fund appropriation for parks maintenance must be increased, or park infrastructures will only deteriorate further. Palatable sources of revenue could be tapped.

- (1) Park Maintenance Fee

A special-purpose fee should be added to Austin's utility bill to provide additional funding for parks maintenance. It is estimated that a \$0.75 monthly fee would completely cover the \$2.77m needed to improve park maintenance so that infrastructure decay is halted.

Consideration should be given to funding the entire Park Maintenance budget through a Park Maintenance Fee.

- (2) Municipal Court Park Surcharge

Another untapped sources of revenue would be a "Park Surcharge" levied as an additional court cost Municipal Court for violations of City ordinances.

- b. Entrepreneurial Management

- (1) Create Entrepreneurial Managers

The Parks Department managers should be given more authority to act in entrepreneurial fashion, and set fees for appropriate facilities and activities.

- (2) Broaden User Fees

Although the Task Force does not recommend charging user fees for all facilities, especially in low-income areas, the time has come for those who enjoy the parks to carry more of the maintenance burden.

- (3) Advertising and Marketing

PARD should be given the means and the authority to engage in active marketing and advertising where appropriate.

- c. Increasing Concession Income

The time has come to consider granting more -- and more lucrative -- concessions, such as food and drink facilities.

- d. Reimbursement From Other Departments

The Parks Department is now required to maintain some facilities and provide some services which primarily benefit other

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City departments. These other departments should be required to reimburse the Parks Department.

e. Long-Term Solution: Independent Park District

The best solution to PARD's funding problems would take several years to implement: The City should seek authorization from the Legislature for the creation of an independent Parks District.

2. Increase Private Resources

a. Hire a "Private Resources Coordinator" to Raise and Coordinate Private Resources

The City should seek, in a systematic way, to increase private resources. Individuals, corporations, charitable organizations, other governments, neighborhood organizations and other civic groups all have a stake in our Parks system, and all have shown some inclination in the past to contribute to maintaining it.

A new position, called "Private Resources Coordinator," should be created within the Parks Department to solicit and administer private resources.

(1) Individuals

The Private Resources Coordinator should facilitate - and even solicit, individual donations on a systematic basis.

(2) Corporations

Corporate sponsorship of special events and specific facilities should be solicited. The Private Resources Coordinator should encourage corporations to make regular donations, and to participate in the "Adopt-A-Park" program.

(3) Grant Providers

Grants are available from other governments and private foundations to subsidize a variety of facilities and activities. The Private Resources Coordinator should actively pursue grant-funding from all available sources.

(a) Private Foundations

(b) Other Governments

(4) Other Civic Organizations

The Private Resources Coordinator should explore additional opportunities to enter into contracts with civic organizations for the maintenance of particular facilities.

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(5) Criminal Justice System Services

The Private Resources Coordinator should seek to maximize services from Travis County Criminal Justice System, and should administer and supervise the services provided.

(6) Neighborhood Associations

The Private Resources Coordinator should seek to enroll neighborhood associations in the Adopt-a-Park program. The Parks Department should investigate equipping a mobile park maintenance van to provide tools to volunteers.

b. Encourage Development of Privately-Maintained "Pocket Parks"

(1) Privately-Maintained "Pocket Parks"

Most developers and home-buyers want a small park within walking distance of each home. In the case of smaller developments, small parks (commonly known as "pocket parks") may be both sufficient and appropriate. The problem with the "pocket parks," however, is that economies of scale do not apply to their maintenance. The challenge is to revise the Parkland Dedication Ordinance to encourage developers to create parks in new subdivisions which will be owned and maintained by homeowners' associations.

(2) Trail Systems

Trail systems provide an attractive, low-cost alternative to the pocket park. The City should explore additional incentives for developers of commercial property to dedicate land adjacent to creeks in their developments for use as trails. Special emphasis should be placed on encouraging developers and property owners to dedicate conservation easements.

3. Reduce Cost

The Parks Department should experiment with various strategies to reduce maintenance costs:

a. Create Non-Profit Organizations

Increasingly, local governments are creating or contracting with non-profit organizations to provide services at a lower cost than what the government must pay. Austin should experiment with non-profit corporations on a pilot-basis in two areas: Golf and Softball.

If non-profit management proves to be as successful as anticipated, the concept could be expanded to other park programs (for example, individual recreation centers), or even to the entire Parks Department itself.

b. Contract with Private Sector

PARD should continue the process of contracting out those functions which can be done more cost-effectively by the private sector.

c. De-Regulation

The City Council should revise any local regulations which unreasonably impact the cost of maintenance services. One area which deserves special attention is procurement rules.

d. Anti-Litter Education

PARD should seek help from neighborhood associations and park users generally to control litter in parks, through educational programs, signage and direct contact.

e. Reduction of Maintenance Needs

The Parks Department can lower costs by reducing the area to be mowed to those that are needed for picnicking and ball playing.

f. Transfer Functions to Other Departments

PARD should be reimbursed by other departments, over and above their existing appropriation. However, in the alternative, these functions should be transferred to the other departments.

g. Reduction of Services

If Austin's decision-makers do not improve parks funding sufficiently to maintain the parks infrastructure properly, then those decision-makers should be prepared to prioritize park facilities and begin shutting them down.

IV. Approaches Not Recommended

A. Utility Customer Check-Off

It is doubtful that this solution would raise much revenue.

B. Parkland Dedication Ordinance Fees

The Task Force does not recommend expanding the Ordinance to require contributions toward maintenance expenses at the present time.

C. Inter-Governmental Cooperation

The Task Force doubts that much could be achieved in the way of economy of scale.

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D. Site Development or Landscape Inspection Fee

The Task Force does not recommend adding an additional development fee at this time.

E. Sale or Lease of Park Land

The Task Force is not aware of any appropriate acreage, and it does not recommend adopting this policy at the present time.

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Conclusion and Action Plan

The problems with park maintenance are severe. They deserve immediate attention from the City Council. The Task Force recommends that the City Council take the following steps:

1) Include the recommended Remedial Maintenance Bond package in a 1997 bond election.

2) Enact a Park Maintenance Fee or a Municipal Court Park Surcharge, or both, as part of the '96-'97 Operating Budget.

3) Appropriate sufficient funds in the '96-'97 Operating Budget to enable PARD to hire a "Private Resources Coordinator" and administrative assistant

4) As part of the '96-'97 Operating Budget, require the Public Works Department to reimburse PARD for maintaining vegetation in public rights-of-way and for maintaining cemeteries.

5) Amend the Parkland Dedication Ordinance to encourage more realistic development of "pocket parks."

6) Instruct the PARD director to recommend a specific plan of Entrepreneurial Management for appropriate park facilities, including specific recommendations as to additional user fees, and an advertising-and-marketing plan.

7) Instruct the PARD director to make specific recommendations for increasing PARD's concession income, including proposed locations and facilities.

8) Instruct the PARD director to prepare a specific proposal for converting the Golf and Softball programs to a non-profit basis.

9) Direct the City Legal Department to prepare proposed state legislation authorizing the creation of an Independent Park District for Austin.

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However, parks maintenance has become a critical problem. Over the past ten years, appropriations have not kept up with maintenance needs. Our Parks and Recreation Department (PARD) has been obliged to perform some maintenance tasks less frequently, and to defer others literally to the breaking point. PARD finds new parkland difficult to care for, even if it has not been developed.

The essential facts are these:

*** The PARD budget fell from \$19.5 million in 1986-7 to \$15.2 million in 1989-90, then gradually climbed back to its present level of \$19.4 million (1995-6).

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*** During this nine-year period, full-time employees (FTEs) decreased from 485 to 424.5, while park acreage increased from 11,163 to 14,204.

*** As a result, PARD manages 3,000 additional acres of parkland with less money and FTEs than in 1986.

The nine-year period also brought seven major new PARD facilities into operation:

Dittmar Recreation Center
Dittmar Pool
South Austin Senior Activity Center
Dove Springs Recreation Center
Parque Zaragoza Recreation Center
Dick Nichols Park and Pool
Conley-Guerrero Senior Activity Center

Federal regulations require major investment in the following areas:

Americans With Disabilities Act (ADA) improvements
Playscape Renovations/Improvements
Replacement of Waterline Cross-Connections
Dechlorination of Swimming Pool Drainwater (EPA ruling)
Asbestos and Lead Abatement

PARD responded to the reduced funding, additional regulations, expanded parkland and new facilities by doing more with less. They reduced the number of FTEs, lessened park mowing, curtailed irrigation, and all-but-eliminated floral plantings. Maintenance intervals were lengthened or deferred on critical infrastructure -- roofs, parking lots, swimming pools and court surfaces. Compliance with Federal regulations has, in many cases, simply been deferred.

Because of the deferred maintenance, some repairs will cost more now than if preventive maintenance had been regularly performed.

In essence, the problem now has three faces:

A. Remedial Maintenance (Deferred Maintenance)

Because many major maintenance projects have been long deferred, and merely "patched-up" as funds would allow, a major capital investment is now needed to remedy these problems. A total of \$33 million is required in four major categories:

- park infrastructure
- park playscapes

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- swimming pools
 - roofs on park buildings

B. Preventive Maintenance

In order to avoid falling into the trap again in a few years, PARD must have the funds to do true preventive maintenance on an on-going basis. To adequately fund maintenance needs, the Parks Department needs \$2.77 million additional funds annually. (See Appendix A, chart entitled "Daily Maintenance Options.")

C. On-Going Minimum Maintenance.

New strategies are needed to enable PARD to keep pace with on-going minimum maintenance. Needless to say, all ideas considered by the Task Force assume that the PARD budget remains at current levels. Our suggestions are meant to supplement the under-funded budget, not replace it.

III. Recommendations

A. Bring Deferred Maintenance Current: Bonds are the Only Solution

Because so many maintenance projects have been deferred, problems have grown so serious that infrastructures now require replacement or major overhaul. The cost of replacement and overhaul now far exceeds the resources of PARD's operating budget. As a consequence, the Task Force recommends that a capital bond issue be proposed to the voters along the lines outlined Appendix B, "Remedial Bond Package."

The amount of the proposed bond issue is high (\$33,000,000). However, the Task Force believes that Austin voters will authorize this -- and even greater -- amounts for Parks purposes. In 1984 Austin voters authorized a total of \$11,500,000 for Parks bonds. And in 1992, they authorized a total of \$59,300,000, including money for acquisition of BCP preserve lands.

The Task Force recommends that the remedial maintenance bonds be combined with additional bonds for new park facilities. New facilities are needed in all parts of the City, and projects should be selected to maximize support for the bonds in all sectors. Even though the amount of the combined bond issue would be higher than the amount of bonds for maintenance alone, the Task Force believes that the chances of voter approval are higher in a combined issue.

B. Provide True Preventive Maintenance Through a Combination of Solutions

Once deferred maintenance has been remedied, it is imperative that sufficient resources and cost-savings be found so that true preventative maintenance can be done on an on-going basis. PARD estimates that this will cost an additional \$2.77m per year, beyond the existing maintenance budget, to keep maintenance current.

The Task Force recommends solutions in three broad categories:

- *** Increasing public revenue
- *** Increasing private resources
- *** Reducing costs

The Task Force is aware that it is always difficult to increase public revenue, and that there are many other demands on the General Fund. However, in the short run, the problem cannot be solved without increasing public revenue.

In the longer term, additional private resources could go a long way toward meeting maintenance needs. However, it will take several years to develop them to a meaningful level.

Regrettably, additional cost cutting holds very little promise for dealing with the problem. PARD has already cut its maintenance costs to the proverbial bone. The Task Force has nevertheless recommended a few additional areas where costs might be saved.

1. Increase Public Revenue

a. Increase Appropriation from General Fund

In the short run, the General Fund appropriation for parks maintenance must be increased, or park infrastructures will only deteriorate further. The Task Force is aware that there are many demands on the General Fund, and that City may be facing a reduction in the amount of revenue received from the Electric Utility. The Task Force also recognizes that increasing the property tax or the sales tax is politically distasteful. However, more palatable sources of revenue could be tapped:

(1) Park Maintenance Fee

A special-purpose fee should be added to Austin's utility bill to provide additional funding for parks maintenance. Because of the popularity of parks in general, the City Council could more easily increase a Park Maintenance Fee as needed, than increase general tax revenues. The City currently imposes special-purpose fees such as the Drainage and Transportation Fees.

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Another advantage of a Park Maintenance Fee is that the total revenue tends to expand with the population, in the same manner that maintenance expenditures tend to expand.

Like the Drainage and Transportation Fees, the Park Maintenance Fee would be included in each City of Austin utility customer's bill. It is estimated that a \$0.75 monthly fee would completely cover the \$2.77m needed to improve park maintenance so that infrastructure decay is halted. In order not to burden those less able to pay, the City Council should consider exempting certain utility bills.

Consideration should be given to funding the entire Park Maintenance budget through a Park Maintenance Fee. The current budget amount is approximately \$7m per year. If increased by \$2.77m as recommended, the total maintenance budget would be \$9.77m per year. This could be funded in its entirety by a \$3.00 per month Park Maintenance Fee. This would have the effect of restoring \$7m in general tax revenues to the Operating Budget.

(2) Municipal Court Park Surcharge

Another untapped sources of revenue would be a "Park Surcharge" levied as an additional court cost in Municipal Court for violations of City ordinances. (The Task Force did not confirm the legal authority of the City to impose such a surcharge. But it is probable that the City has the authority to do so with respect to its own penal ordinances, if not with respect to state laws.) Law-violators do not have a basis to complain about the surcharge; indeed, they would probably find a "park surcharge" the least unwelcome part of their penalty.

b. Entrepreneurial Management

(1) Create Entrepreneurial Managers

The so-called "Enterprise Programs" of the Parks Department now pay for themselves through user fees. The guiding philosophy is that user fees should be sufficient to pay both operating and capital costs and make a small profit, but that they should not be relied upon to support other operations. This follows the widespread user sentiment that fees paid for a given activity should be used to improve that activity. It also flows from the long-standing and fundamental tradition that local government should support public recreation rather than profit from it.

The enterprise concept should be expanded. In specific, the Parks Department managers should be given more authority to act in entrepreneurial fashion, and set fees for appropriate facilities

center should be empowered to generate a certain portion of that center's operating budget. The manager could, for example, charge fees for certain adult activities, while continuing to offer youth activities free.

This policy would result in a healthy change in the role of Parks-and-Recreation managers. They would become "public business planners," whereas they are now limited to the role of "maintenance and administrative managers."

In order for this policy to succeed, it will be necessary to relieve managers from the requirement of returning any certain dollar-amount of revenue to the City's General Fund. Each manager would be entitled to utilize all revenue generated from his/her particular operation for that operation. This would create a positive incentive for each manager to deal with income-and-expense in a more efficient manner.

In recent years, the Texas Parks and Wildlife Department (TPWD) has implemented a similar policy. TPWD has given managers of certain parks the authority to operate them on an entrepreneurial basis. Although this policy change drew criticism at first, it is now generally recognized to be successful; and critics are largely silent.

(2) Broaden User Fees

The Parks Department now generates \$2.021 million dollars in annual revenue from user fees. Fees are charged at some swimming pools, ball fields, open space areas (such as Auditorium Shores), picnic areas and special-purpose facilities (such as the Zilker Clubhouse). In comparison to other cities, however, the amount of revenue generated from user fees is low, both absolutely and as a percentage of Austin's total Parks and Recreation budget.

Although the Task Force does not recommend charging user fees for all facilities, especially in low-income areas, the time has come for those who enjoy the parks to carry more of the maintenance burden:

Fees should be charged where none are now charged, as in the following cases:

Lights: Lights are available free-of-charge on a number of tennis courts, ball fields, etc. Combination locks and timers should be attached to all lights, and a fee should be charged for the combination. (Combinations can and must be changed from time-to-time.)

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Exercise Facilities: Exercise facilities are available in several recreation centers free-of-charge, even though private exercise facilities make substantial charges for the same type of equipment

Veloway: The Veloway is a special purpose facility for serious cyclists which requires specific maintenance. Veloway users can and should be required to help support the facility.

Trail of Lights (Yule Fest): Yule Fest's Trail of Lights is one of the Department's most popular attractions. Over 130,000 people attended in 1995 (64,000 pedestrians, 39,000 private vehicles, and 28,500 in buses). A modest fee (perhaps \$1.00 per vehicle) would raise a significant amount of money toward maintenance costs.

Fees should be apportioned equitably among all adult sports. In general, adult recreation participants should pay fees sufficient to cover the cost associated with their activities.

Charging fees to non-residents should also be explored. Austin's parks act as a magnet for residents of surrounding communities who pay no taxes to support our parks. The problem, of course, is distinguishing between resident and non-resident users. This would almost certainly require setting up an ID card system, similar to a library card, where cards would be issued only to Austin residents. A significant front-end capital investment would be required; but in the long-run Parks should explore the feasibility of setting up a system to charge non-residents for the use of our parks.

(3) Advertising and Marketing

PARD now does very little marketing and advertising. However, several of its programs and facilities would attract more people, and therefore generate more revenue, if they were promoted more actively. These include, most notably, the Barton Springs Swimming Pool and the Umlauf Sculpture Gardens.

As the old adage goes, "It takes money to make money." PARD should be given the means and the authority to engage in active marketing and advertising where appropriate.

c. Increase Concession Income

The City now realizes a modest amount of income from certain concessions, such as those in the Town Lake Park (boat rentals, pitch-and-putt golf and some food concessions). Historically, the

City has shied away from granting more commercial concessions. However, the time has come to consider granting more -- and more lucrative -- concessions, such as food and drink facilities.

The Parks Department should identify locations which would be attractive to major, quality concessionaires (such as restaurants), but which are not critical to the enjoyment of the surrounding park area.

d. Reimbursement From Other Departments

The Parks Department is now required to maintain some facilities and provide some services which primarily benefit other City departments. A prime example is maintenance of the grass and trees in public rights-of-way, which primarily benefits the Transportation Division. (Currently the Parks Department spends \$600,000.00 per year maintaining rights-of-way.) These other departments should be required to reimburse the Parks Department.

Ample precedent exists for such reimbursement. The Parks Department now receives \$88,000.00 per year from the drainage utility for maintaining creek beds in parks; and it receives \$600,000.00 per year from the Solid Waste Department for picking up litter.

The Public Works Department should reimburse the Parks Department for maintaining cemetery roads, as well as public rights-of-way. In addition, the Water and Waste Water Department should reimburse the Parks Department for maintaining "cross-connections." These reimbursements should supplement, and not replace, PARD's existing appropriations.

As an alternative to reimbursement, the services mentioned above should be transferred to other departments. However, reimbursement is preferable, because the Parks Department can allocate cash reimbursement to various needs, depending upon their urgency; whereas a transfer of a service merely relieves the Department of responsibility for that service. (See 3-f below.)

e. Long-Term Solution: Independent Park District

The best solution to PARD's funding problems would take several years to implement: The City should seek authorization from the Legislature for the creation of an independent Parks District. The Parks District should have taxing authority, and the existing Parks and Recreation Department, along with its budget, should be transferred to the District.

The primary advantage of an independent District lies in the popularity of the parks system with Austin voters. Austin's citizens view our parks system as one of the area's greatest

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assets. Voters would be inclined to approve larger amounts of tax revenue than the City Council now allocates to the Parks Department.

As a consequence the parks system would be less vulnerable to the annual budget pressure which the City Council experiences. The Parks Department would be better able to meet its annual maintenance needs through an independent taxing authority, than by competing with the myriad other needs which must be satisfied in the City's operating budget.

Independent Park Districts are not new. They exist in several other states, most notably in Illinois. Independent Park Districts have existed in Illinois since 1869, and they have drawn much praise from all quarters. (See Appendix C, "The Park District Advantage," which outlines the achievements of Illinois Park District.)

This solution is long-range; it may take three-to-five years to accomplish. It may be necessary to enlist the support of other cities to obtain the necessary legislative change. In the meantime, other solutions should be pursued.

2. Increase Private Resources

a. Hire a "Private Resources Coordinator" to Raise and Coordinate Private Resources

The City should seek, in a systematic way, to increase private resources. Individuals, corporations, charitable organizations, other governments, neighborhood organizations and other civic groups all have a stake in our Parks system, and all have shown some inclination in the past to contribute to maintaining it.

A new position, called "Private Resources Coordinator," should be created within the Parks Department to solicit and administer private resources. The Coordinator should work closely with the Austin Parks Foundation and other private entities. Some resources can be developed more effectively by private foundations than by the City itself.

Whether solicitation of private resources is done in-house or through private partners, the method of compensating the solicitors should be carefully considered. It may be to the City's advantage to compensate solicitors on a performance basis, rather than a salaried basis.

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(1) Individuals

Every year, numerous individuals make donations to the Parks Department, often as memorials to others. Occasionally, individuals leave bequests in their Wills to the Parks Department. Donations to the City for parks constitute tax-deductible charitable contributions. The Private Resources Coordinator should facilitate - and even solicit, individual donations on a systematic basis.

(2) Corporations

Corporations have a special stake in the parks system. A quality parks system makes it easier for corporations to transfer and recruit key employees. And most major corporations make contributions to their communities on a systematic basis for public relations purposes.

Corporate sponsorship of special events and specific facilities should be solicited. In order to encourage corporate sponsorship, City regulations regarding procurement need to be changed. Under current ordinances, corporations must go through a bid process before they can have the right to advertise at a sponsored-facility or event.

The Private Resources Coordinator should encourage corporations to make regular donations, and to participate in the "Adopt-A-Park" program.

The Private Resources Coordinator should also solicit volunteers from corporate employees to provide maintenance services through Adopt-a-Park.

The Adopt-A-Park model is useful not only with corporations, but also charitable organizations, other civic organizations and even individuals. The essence of the model is that the participating entity commits certain resources to the maintenance of a specific park or recreational facility.

(3) Grant Providers

Grants are available from other governments and private foundations to subsidize a variety of facilities and activities. The Private Resources Coordinator should actively pursue grant-funding from all available sources.

(a) Private Foundations

Several charitable organizations already exist in Austin for the betterment of our parks system. These include the Austin Parks

It's possible for the lowest greens fees in the Mid-Atlantic states.

modate individuals with disabilities, and construction of a new clubhouse and golf cart storage facility.

Well thought-out managerial decisions, programs and practices have made it possible for the citizens of Baltimore to enjoy the lowest greens fees in the Mid-Atlantic states. There have been no increases in the top greens fees since 1988.

In 1992, an activities fund was established to make it possible for Baltimore City youth to compete in regional and national competitions. BMGC contributes \$225,000 per year to this fund that has benefited over 5,000 young people.

BMGC also remains committed to expanding one of its 18-hole facilities. The expansion will include an 18-hole golf course, a three-hole handicapped training facility plus an educational nature trail and field office.

City children continue to enjoy sum-

mer golf camps, tournament programs, and on-course instruction throughout the year. A yearly tournament series provides a wide variety of golfing competition for all levels of individual and team players, in formats that would otherwise be unavailable to the public golfer.

Its management concept was so creative, that BMGC became the first recipient of the Reilly Award, presented in a national competition to determine the best idea for change in parks and recreation. It has also received recognition from the National Golf Foundation, The United States Golf Association, The American Therapeutic Recreation Association, conservation groups, the national press, and local news media.

BMGC has also had two of its courses rated among the top ten public facilities in a tri-state area. Above all, however, the concept has received the trust and admi-

ration of the general public.

The private, not-for-profit format has proven to be an excellent solution for managing municipal golf courses. Its sound approach will work with any municipality, regardless of its economic or operational condition. However, the municipality must be truly interested in the betterment of its golf course(s) and it must allow the organization to function independently of local government.

In simple terms, the private, not-for-profit format works because it is operated and managed like a business. One that is sustained by the very people it is chartered to serve... the golfing public. ■

Mr. Cook will present information on golf course management through private, not-for-profit corporations at the NRPA Golf Institute, held in conjunction with the NRPA Congress in Kansas City.

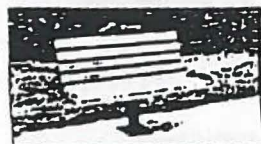
BENCHES?



Portable?
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Athletic?

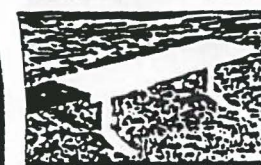


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Recommendations on Working With the Public

To offset any negative rumors that are inevitable with every proposed change, it may be necessary to host public meetings at each of your courses.

The agenda for the meetings should be posted in advance. Ample time should be set aside for the Board and/or Executive Staff to answer specific questions.

The meetings will attract various golf organizations, seniors, private citizens, the media, existing "clubs", labor unions, course employee and other special interest groups.

The focus of the questions usually center around:

- Projected fees
- The age for senior rates
- Season Passes and Trail Fees
- Employee issues
- Golfers wanting to use their own riding or walk golf carts
- Mandatory golf cart requirements
- How tee times are secured
- Changes in existing privileges
- Who is a recognized home club or group
- Outings and shotgun tournament
- Course improvements
- Capital improvements

What Has The Nonprofit Organization Accomplished?

Since its inception, BMGC has accomplished more than anyone thought possible. It turned around the floundering golf course operations that were losing over \$500,000 annually, thus providing the City of Baltimore with over \$5,000,000 in savings over the first 10 years of operation.

BMGC's Board has directed more than \$4,200,000 in capital improvements. It should also be stressed that the capital improvements were made without using tax dollars or bond issues. Funding for operational expenses and capital purchases come from playing fees.

Aside from the purchase of new maintenance equipment at each facility, major expenditures have included roofs, air conditioning, carpet, bathrooms, computerized irrigation systems and pumping stations, upgrading of all facilities to accom-

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dent, and moved forward with plans to create the nation's very first private, not-for-profit, golf course management company.

The Mayor Takes The Lead

Under criticism from the press, golfers and his own director of Parks and Recreation, Baltimore's then Mayor William Donald Schaefer, choose to accept the findings and recommendations of the committee and created the Baltimore Municipal Golf Corporation (BMGC).

The infrastructure of BMGC is typical of any organizational chart from a Fortune 500 company. The ten-member volunteer Board of Directors is composed of prominent business leaders, the president of the Park Board, and average golfers.

This blend of concerned citizens provides the corporation with strong business insight while staying in tune with the needs and desires of the customers. Having the president of the Park Board as a member of the Board of Directors provides direct contact to the mayor, who is kept abreast of BMGC's activities.

The Board meets every month to review financial statements. The Board listens to reports from key administrative personnel (executive director, director of maintenance, director of golf, and the comptroller), who discuss the past month's accomplishments, problems, and look at proposals for the upcoming month.

The specific content of these monthly meetings is shared with everyone at BMGC. Monthly financial reports are also distributed to the individual golf course superintendent and head golf professional. These monthly statements provide both individual and corporate-wide financial data that are the staffs' tool for assessing their relationship to corporate goals.

To ensure that City officials are kept informed, BMGC sends them quarterly financial reports and an audited annual report. The annual reports are also available to any citizen upon request.

A Basic Outline For Creating a 501(c)3 Corporation

If your municipality decides that it wants to create a private not-for-profit organization to manage its golf course(s), several legal issues need to be resolved: 1) Appointment of the Board of Directors, 2) Articles of Incorporation, 3) Application for 501(c)3 status with the IRS, 4) Corporate By-Laws and 5) the creation of a Contractual Agreement with the City.

1. Board of Directors: The Assessment Committee recommended a chairperson who in turn selected five Board members. The Mayor then appointed three Board members bringing the total to nine. The all-volunteer Board of Directors receives no compensation and/or reimbursement for their time, work and effort. The initial term of the Board Members was from one to three years. Subsequent appointments were for three years.

2. Articles of Incorporation: In Maryland, this application is made to the Department of Assessments and Taxation. Its application identifies:

- The name of the corporation.
- The purpose of the organization.
- How the corporation will be operated.
- The powers of the corporation relative to Section 501(c)3 of the IRS code.
- The corporation's address.
- The fact that it is not authorized to issue stock.
- The names of the Board members, and
- The process for the dissolution of the corporation.

3. Application for 501(c)3 Status: This application is made directly to the Department of the Treasury for the United States. The IRS responds with an advance determination letter indicating the preliminary tax exempt status under tax code 509(a)(2). The final determination is made when more information is available.

4. Corporate By-Laws: This document will describe, in more detail, the functions of the Board and Executive Staff. The information may include, but is not limited to:

- Board Membership
- Board Terms
- Board Powers
- Annual Meetings
- Special Meetings
- Notice of Meetings
- Quorums
- Indemnification
- Executive Officers
- Chairperson
- Subordinate Officers
- Compensation
- Plus sections on Finance and Sundry Provisions

5. Contractual Agreement: The success of the organization will be, in part, predicated on the terms and conditions provided in this document. It would be impossible to describe every condition that might be of importance to your particular situation, however, the contract should include:

- The term
- Payments (if any)
- Identification of real property, personal property, fixtures, and existing inventory
- Exclusions (i.e., specific roads, buildings, bodies of water, etc.)
- The right to sublet certain operational areas (i.e., food service)
- Assignments of contracts
- Personnel
- Fund Raising
- Endowment Fund (i.e., a capital fund for course improvements, expansions and/or additions)
- Municipal Funding
- Financial Recording
- Insurance and Indemnification
- Damage or Destruction
- Default
- Termination

with a private not-for-profit organization, there were several issues that they needed to be addressed: 1) The new organization would not have any assets, 2) The fate of the existing golf course employees, and 3) Managing golf courses with a private, not-for-profit, organization had never been done before.

The committee addressed each of the issues as follows:

1. Assets: The initial funding came from the City in two forms: a direct loan and a line of credit. The mayor directed the City to provide the new company with a \$125,000 bridge loan to cover all of its expenses during the first month of operation.

The City also made arrangements for the corporation to receive a \$350,000 line of credit to purchase badly needed maintenance equipment. (The money would be paid back in installments over a five-year period.)

2. Existing Employees: While it was decided that the existing employees would be transferred to other positions within the City, they could apply for positions with the new company. Specifically, the new management agreement incorporated the following language: "...all personnel now employed by the City to work on the golf course properties shall remain City employees."

It is also understood that the Baltimore Municipal Golf Corporation (BMGC) may have need for the skills and talents of some of these persons and the City hereby authorizes BMGC to offer employment to City employees at such rates and on such conditions as BMGC shall choose. Such employees do not have to accept such an offer and, if not, will remain City employees."

3. New Concept: Although this management concept had never been put to the test with golf courses, the Mayor was confident that Baltimore had the talent to manage the courses if they were removed from the control of politicians. He accepted the less-than-favorable newspaper articles, the negative comments by his director of Parks and Parks Board presi-

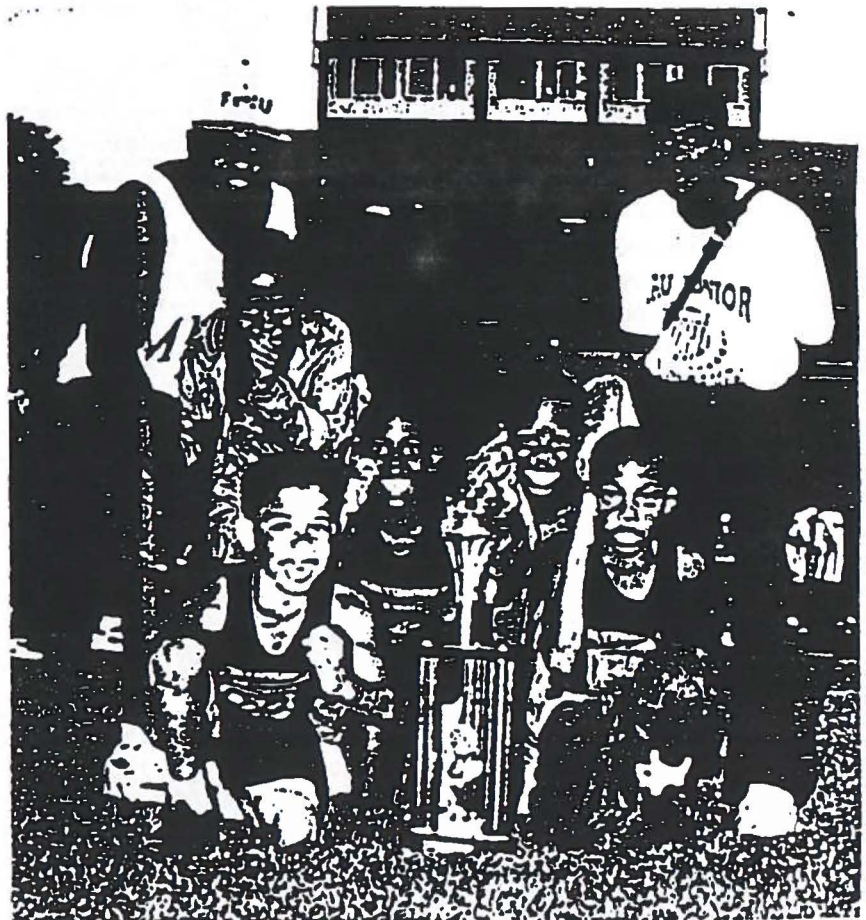


Above left: Mayor Kurt L. Schmoke presents BMGC's chairman, Henry Miller, with the Mayor's Citation for the corporation's work with physically challenged individuals.

Above right: BMGC conducts its annual "First Swing" golf clinics for handicapped individuals.



Below: BMGC's annual contribution of \$25,000 to a youth activities fund has allowed thousands of city kids to attend regional and national competitions. These kids won the national track and field competition for their age group.



3. Revenue Authority: This authority is similar to an Enterprise Fund in that the money would go to a designated authority established to run specified operations. A revenue authority is a tax-exempt organization that can generate needed capital through tax-exempt bonds. Politics would be somewhat removed from the daily decision process, but never totally eliminated. Unfortunately, each board member for the authority is a political appointee and the authority may have more than one purpose. The golf courses may end up funding future recreation centers, softball fields, public pools and other activities not associated with golf.

4. Private, Not-For-Profit, Corporation: Although it had never been tried before, the committee viewed this approach as incorporating the best features of each of the methods listed above.

- As a 501(c)3 organization, the corporation is required to use all of the operating revenues on the golf course(s).
- Because it is a local entity, revenues stay within the municipality.
- Local/on-site management can quickly respond to problems.
- Capital projects can be financed through private bank financing... no tax dollars are used.
- All of the workers are employees of the corporation... not civil servants who may be members of different unions.
- Once the board of directors has been established, future and/or additional board members are appointed by the existing board (unless appointments are otherwise provided for in the corporate by-laws).
- No Politics
- The corporation has only one purpose... to manage golf course operations on behalf of the citizens of the municipality.

The Committee's Paradigm

Although the committee saw the obvious benefits of managing the courses

How Baltimore Chose to Resolve its Problems

The text of the article indicated that the golf course assessment committee identified four major problems with the existing operation. Below is a brief summary of how Baltimore resolved those issues.

1. Contracts: The golf professionals' contracts allowed the pros to receive 100% of the revenue from the pro shop, food service and driving range. Furthermore, they received 80% of the revenue from golf cart rentals (while paying none of the expenses).

Resolution: The golf professionals became employees of the corporation. They receive a salary; bonus (based on performance), 100% of their lesson, club repair and club rental income, and 50% of the pull cart revenue.

2. Excessive Labor Budget: Wages had grown to 85% of the entire operating budget while the industry average was approximately 57%.

There were 120 full-time workers and no seasonal/part-time workers. (This resulted in too many workers during the slow season and too few workers during the busy season.) The benefits package for these employees had grown to 50% of the labor budget.

There was excessive leave and overtime policies and equipment repairs were conducted by an off-site central maintenance department that was slow, unreliable and expensive.

Resolution: The full-time staff was reduced to 65 workers that included five administrative personnel. The total staff was adjusted to the seasonal needs of the each facility.

(During the busy season the total labor force might increase to over 300 workers.) The benefit package was reduced to 35% of the labor budget.

These changes adjusted the percentage of money being allocated to labor from 85% to 56% of the operational budget.

3. Insufficient Funding: Under Parks and Recreation, all of the revenues received from golf course operations went into the General Fund. Yearly budgets and capital improvements required the approval of the Parks Department and City Council. Not only was there a decline in the money being allocated to the courses, it could take months or years to get approvals for capital projects.

Resolution: By forming a private, not-for-profit corporation, all of the revenue generated by the golf courses was used for the management and up-keep of the facilities.

The new board of directors oversees the facilities and meets every month to review financial reports, capital projects and operational/policy issues. The Board can quickly address any needs of the courses.

4. Political Influence: Crucial operating decisions that required immediate action were held up by multiple Park Board and City Council meetings. When decisions were made they were politically motivated.

Resolution: By creating a private, not-for-profit company, the organization would be free of bureaucratic red-tape as it implemented sound business principles. The Board of Directors and management staff could concentrate on, and quickly address the needs of the golfing public.

Recognizing the need for a shift in management that could be used to correct the problems.

The committee was comprised of prominent business leaders, Baltimore City's director of Parks and Recreation and director of Golf Course Maintenance.

While the committee identified many operational problems that would require further attention, their report identified four major areas that attributed to the decline of the golf courses: 1) Lucrative contracts with the existing golf professionals; 2) Excessive labor budget; 3) Insufficient funding of general expenses; and 4) the effects of politics on business decisions.

Different Management Options

Recognizing the need for a shift in management, the committee assessed the various management options that could be used to correct the problems. The management alternatives included: 1) Existing, for-profit, management companies; 2) an Enterprise Fund; 3) a Revenue Authority; or 4) a Private, Not-For-Profit, Corporation, also known as a 501(c)3 corporation.

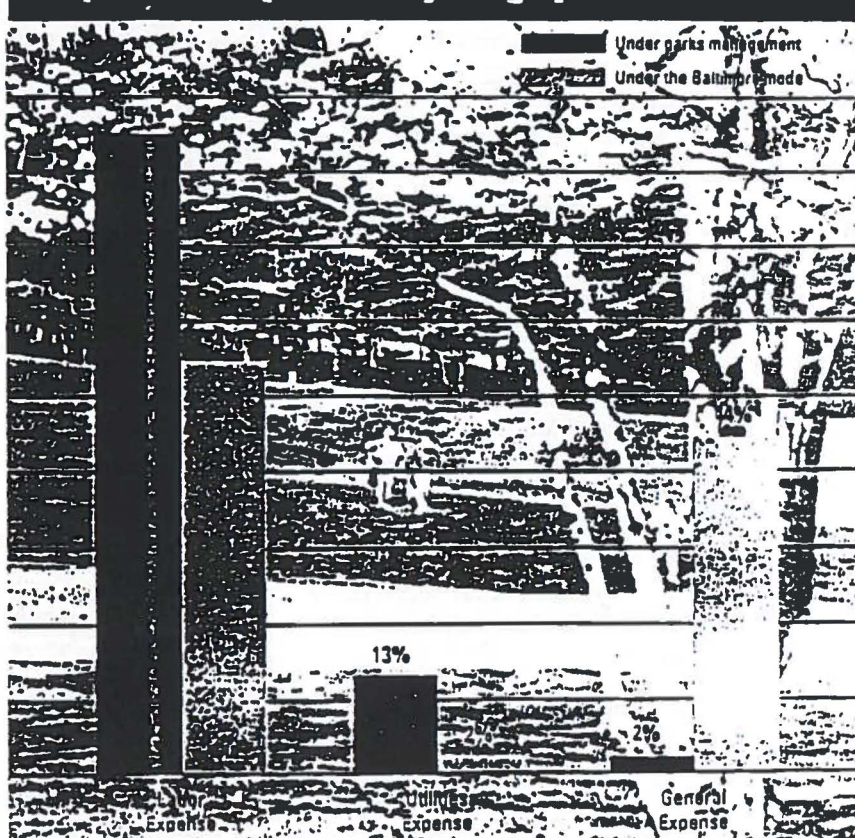
1. Private Management Companies: These companies have a proven track record in the management of golf courses. They bring experience and needed capital to the facilities. Unfortunately, the profits generated by a for-profit organization are divided three ways.... between the management company, taxes and the golf course. And, regardless of how the profits were divided, a large percentage of the money would ultimately leave the municipality.

2. Enterprise Fund: Creating this fund would allow the revenues from golf course operations to be channeled into a designated account for golf course operations. Unfortunately, while a designated account would allow the courses to identify golf course funds, funding procedures and approvals would remain in the hands of politicians. The City Council and Park Board would still control how, and when, the money would be used.



BMG's executive staff at corporate headquarters (from left to right) Jon Ladd, director of operations, Russell Bateman, director of maintenance, and Lynnie Cook, executive director.

Comparison of Expense Use by Category



GOLF COURSE MANAGEMENT CORPORATION



more lost more than \$500,000 annually on the operation of its five municipal golf courses. The lack of profitability resulted in a reduction of the funds allocated to the golf courses by the City Council and Parks Department.

This reduction in funding resulted in the facilities falling into total disrepair. There was no money to re-

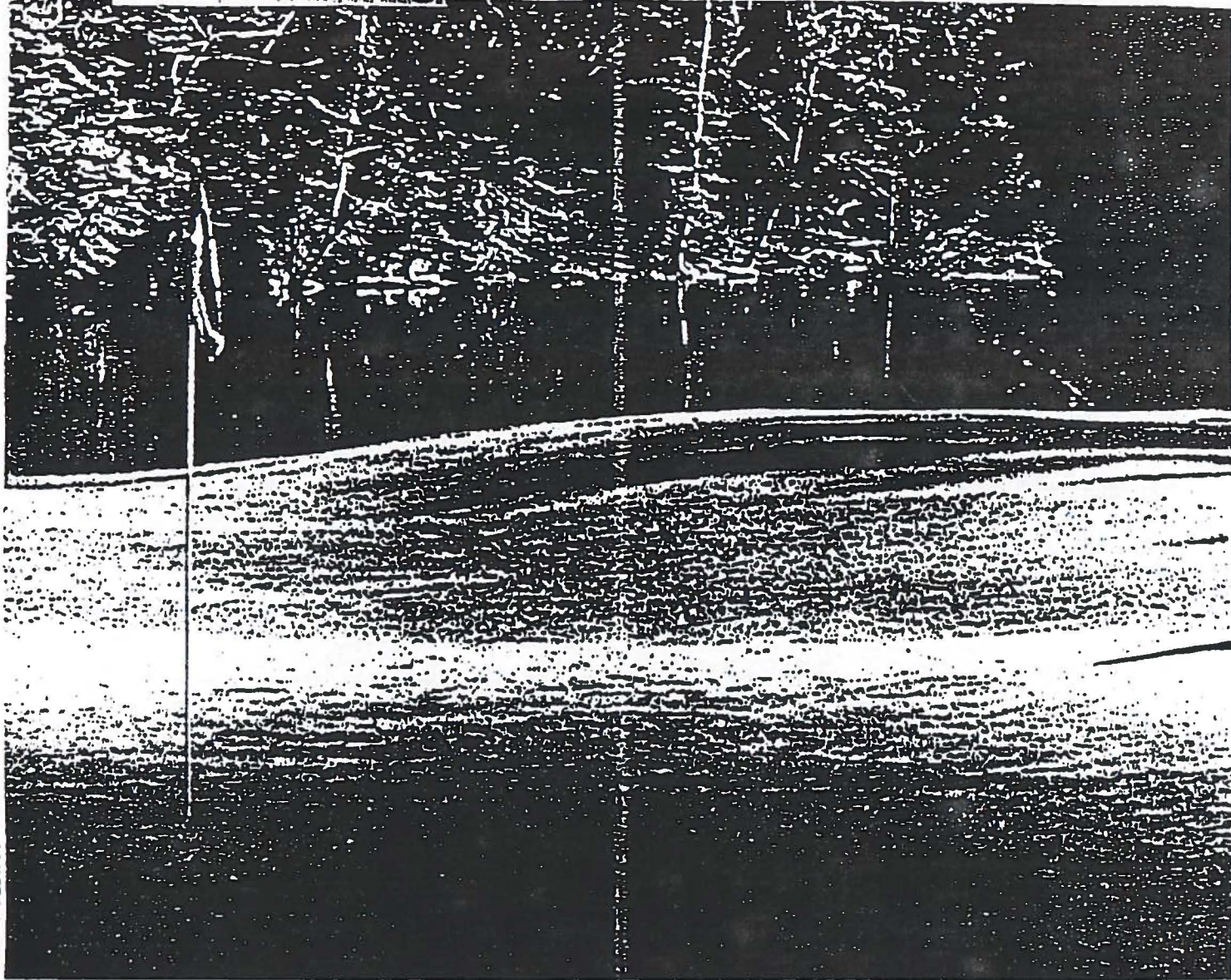
place worn carpet, to repair leaking roofs, to purchase seed and fertilizer, to control the spread of crabgrass, or to properly maintain vital mowing equipment.

Budget reductions also caused the playing conditions to deteriorate. The PGA and LPGA relocated two tour events, previously held on Baltimore City courses, to other cities. And, Bal-

timore's Pine Ridge Golf Course, which was one of the region's finest public facilities, was removed from *Golf Digest's* listing of top 100 courses.

Recognizing the problem, Baltimore's then Mayor William Donald Schaefer formed a committee to assess the golf course operation and to make appropriate recommendations.

AN ALTERNATIVE APPROACH — THE PRIVATE, NOT-FOR-PROFIT



Managing municipal golf course(s) as a private, not-for-profit, corporation (a 501(c)3) has proven to be an effective method of increasing profitability, improving course conditions and upgrading clubhouses while maintaining affordable rates. Furthermore, it allows all of the profits and managerial control to remain within the municipality.

There are many private golf course management companies that have taken control of failing, or marginally successful, municipal golf course operations. These management companies, while skilled in turning around failing operations, have one indisputable objective.... profitability. And although there is nothing wrong with

creating a profit, it is the direction, use and means of creating a profit that led to the formation of a new concept in golf course management...the private, not-for-profit corporation.

Baltimore, like many municipalities, had experienced financial and operational problems trying to manage its five golf courses. During the late 1970s and early 1980s, Balti-

PARKLAND DEDICATION ORDINANCE

Proposed Amendment Regarding Private Pocket Parks

Sec. 13-2-452 PAYMENT IN LIEU OF LAND

(e) Where areas and facilities for park and recreational purposes are to be provided in a proposed subdivision and where such areas and facilities are to be privately owned and maintained by or for the future residents of the subdivision, ~~up to 50%~~ credit may, at the discretion of the city, be given against the requirement of land dedication or payment of fees, as follows:

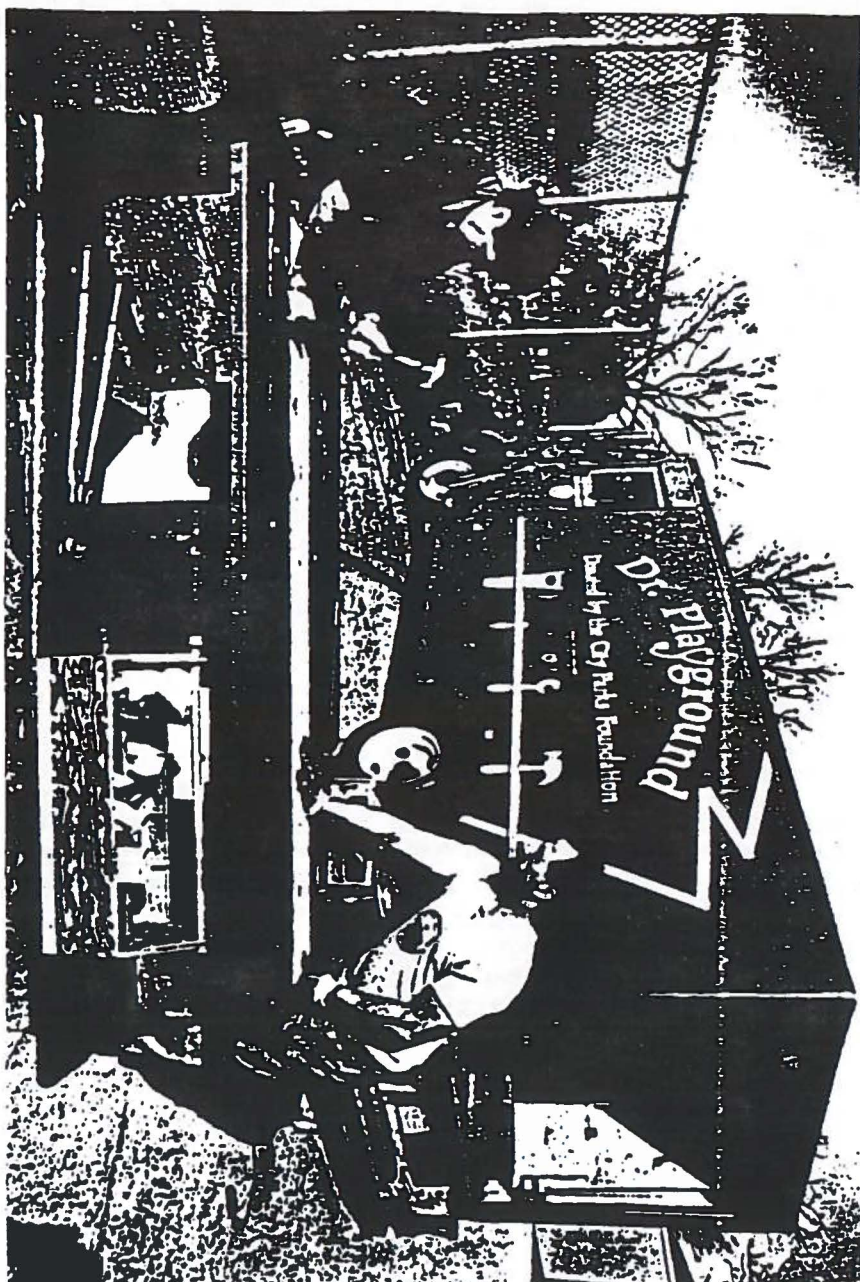
(I) Up to 50% credit, or

(II) Up to 100% credit, provided that land area is dedicated which comprises 50% of that which would otherwise be required under Sec. 13-2-451, and facilities are constructed thereon which are appropriate to the parkland needs of the subdivision, and which are approved by the city.

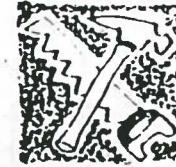
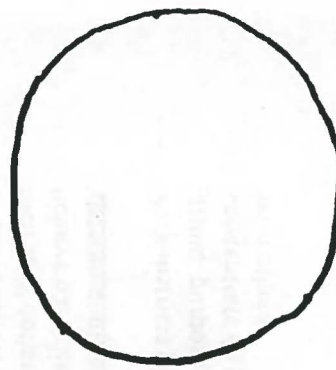
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(g) In no event shall yards, court areas, setbacks, or other open areas required by this chapter be included in the computation of such private open space. All private parkland must meet the standards of the Administrative Manual concerning adequate size, shape, topography, geology, access, and location. All facilities erected on private parkland shall meet Consumer Product Safety Council, A.D.A. and other applicable standards.

*Home owners association maintenance
obligation*



The new "Dr. Playground" units are equipped with complete "operating rooms" of welding tools and small repairs equipment, allowing park workers to perform playground surgery on location. The Parks and Recreation equivalent of a "house call."



PERATIONS AND MECHANIZATION

The close working relationship between City Parks Foundation and the Parks Department has enabled the foundation to identify an increasing number of projects aimed at strengthening the agency's ability to provide services to the public.

Foremost among these initiatives continues to be the Mechanization Program, providing specialized labor-saving outdoor maintenance equipment to Parks and Recreation field staff in every borough. In the past two years, City Parks Foundation has allocated nearly \$350,000 to purchase simple machines such as leaf-blowers and weed-whackers that have significantly improved the productivity and safety of maintenance workers on the job.

Placing permanent workers in heavily-used parks is an effective way to combat increased litter, graffiti, crime and vandalism during the summer. Thanks to Chemical Bank, The Bank of Tokyo Trust Company and the J.M. Kaplan Fund, the Parks-In-Need program has been able to do just that at six or seven parks and playgrounds around the city each summer. Repairs have been made, evidence of vandalism and graffiti has decreased, and overall cleanliness has been raised at each site.

To improve Parks Department productivity, the foundation sponsored several new Parks Department management initiatives including Leadership Development and Total Quality Management training for staff at all levels.

To allow playground specialists to respond more quickly to borough playground emergencies such as broken slides and non-functioning water sprinklers, City Parks Foundation created a citywide fleet of mobile "Dr. Playground" vans. The vans contain all supplies and equipment necessary to perform on-site playground repairs.

ACROSS THE BOARD

- In research conducted by the University of Illinois (White Paper) it was determined that more than 80% of the public believes that park districts are serving essential community needs. Citizens feel that park districts provide the greatest opportunities for citizen involvement. The public has more contact with park districts than with city and county governments combined. They are much more satisfied with the performance of park district employees than they are with city and county employees.
- A study by Western Illinois University showed that park districts, used by 69% of the adult Illinois population in 1989, generated more than 94 million visits by 5.6 billion visitors. In the aggregate, park districts contributed \$1.6 billion to the Illinois economy and created, beyond the 42,000 plus agency personnel, an additional 7,000 Illinois jobs.
- Unlike "big" consolidated governments, park districts have only two overriding objectives: to do well at what they were formed to do (parks and recreation), and to give the public its money's worth through cost effectiveness and operational efficiency. Park districts are local government at its best and truly represent the tax limitations the public wants and deserves. They are modest and careful with public monies. With only one service to perform, they inform the public of their services and keep money issues simple and specific.
- When Illinois residents were asked to estimate the dollar value they place on park district visitation, their total dollar values exceeded their costs by about \$91 million. When polled for their opinions, believe park districts both enhance the quality of their lives and have a positive local and state economic impact.
- Park districts provide a very unique human service to their constituencies. These services are the prime purpose of park districts, unlike county or other consolidated governments, which concentrate on providing a wide array of social and human services, each potentially competing with others.

Park districts are:

- *formed by local people to provide local services;*
- *administered by a manager who is a professional in the field of parks, recreation and conservation;*
- *controlled by locally elected citizens who serve as board members;*
- *self-governed;*
- *influenced by local residents serving on park district advisory committees and volunteer positions;*
- *responsible directly to the people;*
- *representative of the simplest form of local government;*
- *cost efficient to operate*

An investment in park districts is an investment in life.

ACROSS THE BOARD

Illinois Citizen/Taxpayer Volunteer Boards

- Park districts are governed by locally elected citizens, selected in non-partisan elections, to serve on the park board without compensation
- More than 2,100 Illinois citizens serve as elected park district board members. Board members volunteer service and expertise to their communities in an effort to improve the quality of life for all residents. The average board member contributes nearly 240 hours of service each year. In the aggregate, these board members annually volunteer more than 504,000 hours in serving their park district constituents. No other state has board members volunteering this much time to park and recreation services.
- Park districts are decentralized and represent neighborhood government in action. They give citizens control over the quality and quantity of park and recreation services, as well as the costs of these services.
- Park district boards provide better representation and stability. Park districts differ significantly from city agencies in their method of selecting board members. Park district boards are elected whereas city recreation boards are appointed by a wide variety of appointment methods. Some city recreation departments don't have citizen boards. Many times city recreation boards are affected by political appointments. It is clear that the park district system is structured to permit greater citizen control of the park and recreation function than the systems used by city governments
- Park district board members are responsive to citizens, not politicians. Bankers, businessmen, doctors, homemakers, lawyers and people from all walks of life volunteer their time to be of service to their communities by serving on park district policy-making boards.
- Citizen support for park districts is strong because the citizens elect the board and have immediate access to these members and the park district staff. A board member not responsive to the taxpayers is often not reelected. The park district staff and the board go directly to the public for support, rather than through mayors, city administrators, city councils or other governmental officials.
- In addition to board members, more than 200,000 people annually volunteer their services to Illinois park districts
- All segments of the population, including senior citizens, minorities and special populations, are represented by park district board members. Policy-making park district boards generally meet for two to four hours once or twice a month, with an average attendance ranging from 10 to 50 citizens at regular board meetings. In addition to board meetings, park district board members meet with citizens and civic groups throughout the year to discuss district policies and services. City recreation boards, where they exist, are usually advisory.

Results of Research

- Findings from research conducted by Western Illinois University and the University of Illinois reveal that the vast majority of Illinois residents are extremely satisfied with the manner in which Illinois park districts are accomplishing their goals of providing recreational opportunities and preserving open space. Illinoisans value their park districts

ACROSS THE BOARD

and senior citizen programs and a host of fine arts and performing arts activities. Recreation programs are as broad as human interests. The list is endless and ever-evolving as park district officials look to new and creative opportunities to meet the public's growing needs.

Park districts make a community a better place in which to live. The public defines recreation opportunities as a vitally important consideration in their decision as to where they want to live. It's recognized that government services are indeed essential for our existence, but park district services also give us opportunities to live and grow—not just exist.

Park districts provide the most defined, direct-purpose park and recreation services in the most cost effective manner. This kind of simple, efficient government is good government.

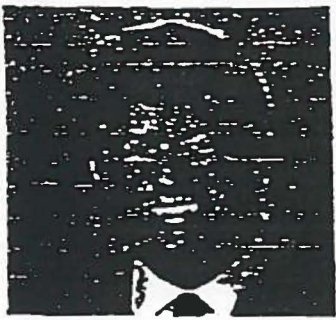
Park districts significantly contribute to the quality of life of all residents and have a tremendous impact on the economics of a community and the state.

Facts about Illinois Park Districts

General Information

- Park districts represent an average of only 5% of local property taxes. Illinois leads the nation in the number of special districts but does not lead the nation in local property taxes. As a matter of fact, Illinois is the fifth largest state but eleventh in local property taxes (Taxpayer's Federation of Illinois).
- Park districts have existed in Illinois since 1869. There are 357 park districts in Illinois, governed by 2,100 citizen park board members and 42,300 employees.
- The historical sites, zoos, museums, botanical gardens, golf courses and unique recreational sites operated by park districts annually bring millions of tourists' dollars to Illinois. Tourism IS a form of recreation and now the fourth leading industry in Illinois. Eighteen of the top 25 travel attractions in Illinois, ranked by attendance for 1989, were areas and facilities operated by park, forest preserve and conservation agencies.
- Out of every tax dollar park districts receive from a community in property taxes, at least \$3 is returned to that community in jobs, retail business, tourism and increased real estate values. This does not take into account the quality-of-life benefits park districts contribute to the residents of Illinois.
- In an effort to reduce local property taxes, most park districts derive at least 50% of their annual revenue from fees and charges, foundations, and corporate and private sector contributions.
- Areas and facilities operated by park districts in Illinois include: 498 ice rinks (indoor/outdoor); 313 areas for boating on river/streams; 432 swimming pools; 235 areas for boating on lakes/ponds, 394 fishing areas; 461 recreation centers; 205 bicycle trails (302 miles), 156 nature trails (251 miles); 81 beaches; 36 horseback trails (56 miles), 42 campgrounds (2,300 sites); 3,110 tennis courts; 120 golf courses; 26 boat marinas; three ski slopes; and five airports. Park districts also operate museums, zoos, natural areas, nature centers, gardens, stadiums, theaters, thousands of playgrounds, and a variety of other recreation facilities.

ACROSS THE BOARD

**BOARDMANSHIP . . .****The Park District Advantage**

By Dr. Ted Flickinger, CAE
IAPD Executive Director and Managing Editor

Throughout the 20th century, Illinois, with its system of independent special park districts, has remained on the cutting edge of offering top-notch, innovative park and recreation services. Illinois is recognized as the number one state for the local delivery of such services and leads the nation in winning the most coveted award for parks and recreation--The Gold Medal Award. The award was developed in 1965 by the National Sporting Goods Foundation and is presented annually to outstanding agencies throughout North America at the National Recreation and Park Association's Conference. Illinois park districts have won *The Gold Medal Award* twice as many times as any other state.

The success of the Illinois Park District System is the direct result of having an individual unit of local government responsible for managing all park, recreation and open spaces within a particular community or within a combination of communities. Park districts are created through a referendum initiated locally by citizens of a defined geographical area. State statutory authority creating park districts as corporate entities recognizes them as separate distinct units of local government.

Whether soaring up to the sky on a swing, playing soccer, swimming or just relaxing, the human need for recreation activities and renewal is as important as eating or refueling our cars. Our greatest asset is our people, and there is no better way to recharge our individual and collective batteries than through recreation. Illinois park districts offer the best in local parks and recreation services, areas and facilities. A cornucopia of parks, greenways, swimming pools, lakes and reservoirs, tennis courts, golf courses, and recreation centers dot the landscape throughout Illinois. The lives of residents from Chicago to Granite City, from Carbondale to Highland Park, from Quincy to Kankakee, are enriched because of the park district system.

The charge of Illinois park districts is to preserve and manage natural resources and open spaces, as well as to provide opportunities for the public to participate in recreation programs and sports activities. Park and recreation professionals manage facilities and activities such as swimming pools, field houses, gymnasiums, beaches, skating rinks, conservatories, museums, aquariums, arts and crafts centers, ball diamonds, ski areas, trails for biking and hiking, zoos, botanical gardens, pre-school

Appendix B
Remedial Bond Package

Description	Total Amount	1 yr	2 yr	3 yr	4 yr	5 Yr	Total 5yr	Remaining
Park Infrastructure	\$7,985,000	\$454,000	\$454,000	\$1,204,000	\$673,500	\$908,000	\$3,693,500	\$4,291,500
Regulatory Compliance	\$3,412,000	\$673,000	\$273,000	\$50,000	\$50,000	\$50,000	\$1,096,000	\$2,316,000
Rec Center Renovation	\$1,724,000	\$234,900	\$177,450	\$200,430	\$234,900	\$209,900	\$1,057,580	\$666,420
Cemeteries	\$2,660,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$500,000	\$2,160,000
Playscapes	\$6,300,000	\$1,260,000	\$1,260,000	\$1,260,000	\$1,260,000	\$1,260,000	\$6,300,000	\$0
Pool Rehabilitation	\$8,568,000	\$246,040	\$294,720	\$343,400	\$392,080	\$440,760	\$1,717,000	\$6,851,000
Roof Replacement	\$2,203,000	\$330,450	\$330,450	\$330,450	\$330,450	\$330,450	\$1,652,250	\$550,750
Yearly Totals	\$28,249,000	\$2,054,400	\$2,552,600	\$3,157,880	\$3,710,480	\$2,968,660	\$17,484,080	\$10,764,920

Remedial Bond Package

Description	Total Amount	1 yr	2 yr	3 yr	4 yr	5 Yr	Total 5yr	Remaining
Park Infrastructure								
Bridges	\$600,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$375,000	\$225,000
Gates	\$375,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$375,000	\$0
Parking Lots	\$2,190,000	\$219,000	\$219,000	\$219,000	\$328,500	\$438,000	\$1,423,500	\$766,500
Courts	\$1,270,000			\$750,000	\$75,000	\$200,000	\$1,025,000	\$245,000
Electrical Lighting	\$1,050,000	\$35,000	\$35,000	\$35,000	\$70,000	\$70,000	\$245,000	\$805,000
Irrigation	\$2,500,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$250,000	\$2,250,000
Regulatory Compliance								
Major Projects	\$2,710,000	\$400,000					\$400,000	\$2,310,000
Asbestos	\$256,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$250,000	\$6,000
Cross Connections	\$446,000	\$223,000	\$223,000				\$446,000	\$0
Rec Center Renovation								
Floors	\$575,000	\$120,000	\$120,000	\$120,000	\$120,000	\$95,000	\$575,000	\$0
Capital Equipment	\$1,149,000	\$114,900	\$57,450	\$80,430	\$114,900	\$114,900	\$482,580	\$666,420
Cemeteries								
Cemeteries	\$2,660,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$500,000	\$2,160,000
Playscapes								
Playscapes	\$6,300,000	\$1,260,000	\$1,260,000	\$1,260,000	\$1,260,000	\$1,260,000	\$6,300,000	\$0
Pool Rehabilitation								
Pools	\$4,868,000	\$146,040	\$194,720	\$243,400	\$292,080	\$340,760	\$1,217,000	\$3,651,000
Dechlorination	\$3,700,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$500,000	\$3,200,000
Roof Replacement								
Roofs	\$2,203,000	\$330,450	\$330,450	\$330,450	\$330,450	\$330,450	\$1,652,250	\$550,750
Yearly Totals								
	\$32,852,000	\$2,990,400	\$2,990,400	\$2,990,280	\$3,040,930	\$3,299,110	\$16,011,120	\$16,840,880

Daily Maintenance Options

	Mode V None	Mode IV Poor	Mode III Fair	Mode II Good	Mode I Ideal
Health & Safety Related					
Playscapes					
Pools					
Inspection & Safety Program					
Forestry in Parks					
Other Maintenance					
Mowing					
Turf Care - Irrigation		\$165,000			
Litter Control					
Pest & Disease Control		\$3,500			
Surfaces & Courts		\$5,000			
Physical Plant Maintenance & Support		\$10,000			
Floral		\$200,000			
Restrooms					

Existing Service Levels

O & M on Parking Lots & Roads dependent on Remedial Bonds

All figures are incremental

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surrounding communities, thereby worsening urban sprawl. The Task Force does not recommend adding an additional development fee at this time.

E. Sale or Lease of Park Land

It has been suggested that the City should consider selling or leasing some of its undeveloped parkland. This would make sense if some of the undeveloped acreage has commercial value which far outweighs its value as parkland or open space. However, the Task Force is not aware of any such acreage, and it does not recommend adopting this policy at the present time.

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then those decision-makers should be prepared to prioritize park facilities and begin shutting them down.

IV. Approaches Not Recommended

The Task Force has considered, but does not recommend the following approaches to the problem:

A. Utility Customer Check-Off

Additional funding might be raised through utility customer "check-offs". Two options are available: a negative "check-off", and a voluntary "check-off". In either case a box would be provided on each monthly utility bill, and the customers would "check-off" whether they want (or don't want) a specified amount of money to be contributed to a Parks Maintenance Fund. However, it is doubtful that this solution would raise much revenue.

B. Parkland Dedication Ordinance Maintenance Fees

Under the Parkland Dedication Ordinance, the Parks Department often receives fees from new developments. However, under current law, these fees are not available for maintenance, but only for capital improvements.

The Task Force does not recommend expanding the Ordinance to require contributions toward maintenance expenses at the present time. It is also questionable whether such an amendment would be permissible under the Federal and State Constitutions.

C. Inter-Governmental Cooperation

Travis County, the Lower Colorado River Authority, and other local governments maintain their own parkland. However, the County and LCRA parks are primarily rural and their maintenance needs are different from those of most of Austin's parks. The Task Force doubts that much could be achieved in the way of economy of scale. Moreover, an earlier attempt at consolidating City and County park management failed miserably for political reasons a few years ago.

D. Site Development or Landscape Inspection Fee

Because park facilities constitute a marketing advantage to private developers, it has been suggested that the city charge an additional fee at either the sub-division or site development stage of the planning process. However, the cost of development in Austin is already high, and has caused developers to flee to

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The Department also has the services of crews from the Criminal Justice Department. Their effectiveness would be greatly improved by assigning a supervisor to the crew.

Finally, PARD should continue to work with the "Keep Austin Beautiful" ("KAB") program to control litter.

e. Reduction of Maintenance Needs

The amount of maintenance required is determined, in large part, by the kind of vegetation in a park, the area to be mowed, and by the durability of the recreational facilities and other structures. The Parks Department can lower costs by reducing the area to be mowed to those that are needed for picnicking and ball playing. At present, as a matter of necessity, the Department is pursuing this policy in portions of Pease Park and along Shoal Creek.

Besides direct cost saving, this will produce the added benefit of the natural reforestation of our urban parks. The current budget does not provide for replacement of trees lost to age and storm damage, or planting native shrubs and ground cover. Unmowed areas will provide this function in short order with the help of birds and animals. Neighborhood groups can be enlisted to augment this process by planting wildflowers in sunny areas.

The Department should work with neighborhood associations to determine which portions could remain unmowed, yet enhance the beauty of the park.

f. Transfer Functions to Other Departments

As set out in Sec. III-A-5 above, PARD is now required to maintain some facilities and provide some services which primarily benefit other City departments. By way of stark example, PARD -- not the Transportation Division -- now spends \$600,000 per year maintaining grass and trees in public rights-of-way. In addition, PARD is obliged to maintain cemetery roads.

As stated above in B-1-d, PARD should be reimbursed by these other departments, over and above their existing appropriation. However, in the alternative, these functions should be transferred to the other departments.

g. Reduction of Services

Reduction of park services is the least attractive solution to park maintenance costs. However, the task force strongly believes that it is better to manage fewer facilities and programs well, than many poorly. If Austin's decision-makers do not improve parks funding sufficiently to maintain the parks infrastructure properly,

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functions, such as plumbing repair and emergency repairs in general, can be handled more efficiently "in-house." PARD should continue the process of contracting out those functions which can be done more cost-effectively by the private sector.

c. De-Regulation

Maintenance costs are increased by a variety of governmental regulations, which are imposed not only by the City itself, but also by the Federal and State Governments. Many of these regulations are needful, most notably safety regulations. However, the Parks Department should review all regulations which affect the cost of maintenance services. PARD, with the aid of the City Legal Department, should resist any unreasonable imposition of Federal and State regulations, and should seek to negotiate practical compromises which balance the benefit of new regulations against their cost.

In addition, the Parks Department should negotiate with any other City department which seeks to impose any of its regulations in an unreasonable manner.

Finally, the City Council should revise any local regulations which unreasonably impact the cost of maintenance services. This is now being done through the Parkland Development Task Force in the area of regulations which impact the development of parkland.

One area which deserves special attention is procurement rules. Austin's rules regarding competitive bidding are stricter than most cities. Except for minor items, the Department is obliged to request bids on most of its purchases. Allowing the Department a freer hand in purchasing goods, especially goods for resale (such as golf balls), would enable it to increase the profitability of its enterprise operations.

d. Anti-Litter Education

Although PARD picks up litter in high-use areas (and empties trash cans in all parks), it is unable to pick up litter everywhere. Neighborhood organizations need to be informed that they cannot rely on PARD employees to pick up litter, and they need to participate in the effort.

The most effective long-term solution to litter is education. The young children who take part in PARD's Summer Program should be encouraged to pick up their litter. It might be possible to enlist the aid of AISD in teaching and encouraging anti-litter efforts. Increasing signage in the parks might help. In addition, public service announcements should be used on television and radio.

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a. Create Non-Profit Organizations

Increasingly, local governments are creating or contracting with non-profit organizations to provide services at a lower cost than what the government must pay. Some non-profits, such as the Baltimore Municipal Golf Corporation, have been spectacularly successful. (See Appendix F, "An Alternative Approach to Municipal Golf Course Management: The Private, Not-For-Profit Corporation.")

A typical non-profit, or not-for-profit, entity offers the following advantages:

*** Non-profits enjoy greater management flexibility, since they are subject to fewer governmental regulations.

*** All revenue generated by non-profits are returned to the organization itself, and not shared with any other agency of government.

*** The governing board is typically insulated from local politics.

*** Capital projects can be financed through private bank financing.

The non-profit model holds great promise in certain circumstances. Austin should experiment with non-profit corporations on a pilot-basis in two areas: Golf and Softball. Each of these programs is now operated as an Enterprise Fund and pays for itself (although it has become increasingly harder over time to break even). But each program could be operated even more productively as a non-profit corporation. Program managers would be freer to be creative and entrepreneurial, and could run their division as a "public business." Service levels to the golf and softball public would certainly improve. Moreover, increased efficiency might well generate excess revenues which could be used for youth programs.

If non-profit management proves to be as successful as anticipated, the concept could be expanded to other park programs (for example, individual recreation centers), or even to the entire Parks Department itself.

b. Contract with Private Sector

For years now PARD has continually reviewed the question of which maintenance functions can be more efficiently contracted out to private companies. Mowing, glass replacement and security device repair are now contracted out. At the same time, some other

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but whether each subdivision has a park at all. The fact that a park in an adjacent area is privately-maintained does not diminish the enjoyment of parks for those residents who already have a park in their area.

The Task Force also recognizes that small parks cannot provide all the activities which Austin residents have come to expect. There will still be a need for the City to develop larger district and regional parks. But a small park with some activities is better than no park at all.

Any amendment to the Parkland Dedication Ordinance must be carefully drafted. It is important that a minimum size be established for pocket parks. It is also important that any facilities in such parks meet applicable standards for safety, handicapped accessibility, etc. A proposed amendment is attached to the report as Appendix E.

(2) Trail Systems

Trail systems provide an attractive, low-cost alternative to the pocket park. Trails can be built within the flood plain of creeks. The Parkland Dedication Ordinance allows partial credit to developers who make such land available. Developers, in turn, are usually happy to provide land adjacent to creeks, because they cannot build homes on it anyway.

Development of commercial sites is not covered by the Parkland Dedication Ordinance. The City should explore additional incentives for developers of commercial property to dedicate land adjacent to creeks in their developments for use as trails. Special emphasis should be placed on encouraging developers and property owners to dedicate conservation easements.

The benefits of the trail system to our City hardly need be mentioned. Walking and running are the most popular recreational activities in Austin. By connecting land in the flood plain of Austin's creeks and tying into Town Lake, the City can provide a linear park system of great value. Occasional open space nodes can give neighborhoods access to the system. In addition, trails typically improve both the water quality and the wildlife habitat in adjacent creeks.

3. Reduce Cost

The Parks Department should experiment with various strategies to reduce maintenance costs:

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proven successful in New York City's parks (see Appendix D, "Operations and Mechanization.")

A strong system of neighborhood associations that regularly performs park maintenance projects would benefit the parks, the City and the associations. The parks would benefit not just from the work itself, but from the sense of ownership created in volunteers, who would be more likely to fight litter, vandalism and graffiti. The City would benefit financially from the volunteer labor and indirectly through community pride. The neighborhood associations would be strengthened, creating more neighborhood activists likely to participate in programs such as Citizens on Patrol and Neighborhood Watch.

b. Encourage Development of Privately-Maintained "Pocket Parks"

(1) Privately-Maintained "Pocket Parks"

One of the specific charges made to this Task Force by the City Council is to "recommend policies to enable the City to deal more effectively with. . .the problems of maintaining neighborhood pocket parks. . . ."

Simply stated, parks sell homes. Virtually all developers now consider it advantageous to include parks and recreation facilities ("amenities") as part of their developments.

In the case of smaller developments, small parks (commonly known as "pocket parks") may be both sufficient and appropriate. The problem with the "pocket parks," however, is that economies of scale do not apply to their maintenance.

The City's Parkland Dedication Ordinance requires a donation of parkland or money in most developments. The challenge is to revise the Parkland Dedication Ordinance to encourage developers to create parks in new subdivisions which will be owned and maintained by homeowners' associations (HOA's). This has the following advantages:

*** Parks will be created in the early stages of new subdivisions, where otherwise the City may not be able to afford to develop a park for years.

*** The City will be relieved of responsibility for maintenance and liability for an indefinite period of time.

The Task Force is aware that some citizens will object to the concept of "private parks." However, the Task Force believes that the critical issue is not whether a park is public or private,

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Foundation and the Friends of Parks. In the past these organizations have contributed money and other resources to the parks system. Their contributions have included money for the repair and renovation of parks and recreation facilities. The Private Resources Coordinator should solicit charitable contributions on a systematic basis.

(b) Other Governments

Government grants are available to subsidize a variety of facilities and activities. The major sources are the Federal Government and the State Department of Parks and Wildlife. The Private Resources Coordinator should apply for grants on a systematic basis, whether the grants from other governments are intended to support programs or facilities.

(4) Other Civic Organizations

Historically, civic organizations such as Optimists Club, Lions Clubs, youth athletic associations, and adult sports associations have contributed money, equipment and services to parks and recreation facilities. Some park facilities such as ballfields are maintained by civic organizations under contract with the Parks Department.

The Private Resources Coordinator should explore additional opportunities to enter into contracts with civic organizations for the maintenance of particular facilities.

(5) Criminal Justice System Services

The Criminal Justice System provides a significant service to the community. The terms of probation in criminal cases often require probationers to perform a certain number of hours of "community service." In addition, inmates of the Travis County Jail may be available to provide volunteer services. The Private Resources Coordinator should seek to maximize services from Travis County Criminal Justice System, and should administer and supervise the services provided.

(6) Neighborhood Associations

The Private Resources Coordinator should seek to enroll neighborhood associations in the Adopt-a-Park program. The Coordinator should work with each association to develop a list of projects in their local park. The Coordinator would provide training, equipment and positive feedback to the volunteers. The Parks Department should investigate equipping a mobile park maintenance van to provide tools to volunteers. This service has

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MEMORANDUM

TO: Parks and Recreation Board

FROM: Jesus M. Olivares, Director
Parks and Recreation Department

DATE: May 22, 1996

SUBJECT: Amendment to Agreement with Travis County

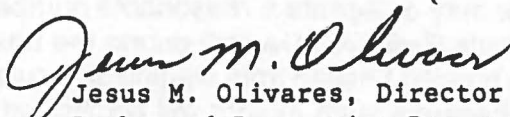
In June 1989 the City entered into an Agreement with Travis County in which Austin Travis County Livestock Show's interest in the lease of parkland at Walter E. Long Park was transferred to the County. Built on the property is the Travis County Exposition Center. The County wants to make the Center avail the Ice Bats, a professional hockey team, for league play.

If approved, the amended Agreement includes the following changes:

- . The City may designate its thirty (30) free use days in June of each year for the following calendar year.
- . The Ice Bats have a five (5) year exclusive use for ice hockey play.
- . The City has five (5) days of free use of the Exposition Center yearly.
- . The Parks and Recreation Department can use storage space at the facility.
- . Concession approval is streamlined, with the responsibility of arranging it lying with the County.
- . If increased traffic controls are needed, there is cost participation.

In a separate agreement between Travis County and the Ice Bats, the Parks and Recreation Department will get five (5) free days use of the ice rink yearly, 50 free tickets for 10 hockey games yearly, and cooperation with various youth activities.

I recommend your approval of the amendment.


Jesus M. Olivares, Director
Parks and Recreation Department

**MODIFICATION OF LEASE
FOR THE TRAVIS COUNTY EXPOSITION CENTER
BETWEEN
THE CITY OF AUSTIN AND TRAVIS COUNTY**

STATE OF TEXAS §
 §
COUNTY OF TRAVIS §

THIS MODIFICATION OF LEASE is made and entered into by and between Travis County, Texas, (the "County") and The City of Austin (the "City").

WHEREAS, on June 22, 1989 the City consented to the Assignment to Travis County of the Austin Travis County Livestock Shows' interest in their Lease with the City of Austin for a 128.878 acre tract (the "Lease") upon which now sits the Travis County Exposition Center, a copy of the Lease is attached hereafter as Exhibit "A"; and

WHEREAS, the County desires to make the Exposition Center available for a third party to use and such use requires advanced knowledge of certain dates of the availability of the Exposition Center.

NOW, THEREFORE, in consideration of the enhancements that the third party user of the Exposition Center promises to make to the Exposition Center if the Lease is Amended, the County and City agree as follows:

- 1) Paragraph 5 of the Lease is amended as follows:

USES, CONFLICTS

It is recognized by the parties hereto that Lessor owns and operates other facilities in or on which events are held which may be similar to events Lessee may wish to schedule within the demised premises. The parties therefore agree to resolve potential scheduling conflicts in the following manner.

Lessor and Lessee, or authorized representatives of each, shall meet at a mutually satisfactory time and place during the ~~first calendar week of December~~ of each year that this lease remains in effect for the purpose of coordinating the scheduling of their respective events for the next calendar year. During the ~~December~~ meeting, Lessor may designate a reasonable number of particular dates (hereinafter called "Lessor's Reserved Dates") during the next calendar year upon which Lessor desires to prohibit Lessee from staging particular types of events at the demised premises because such events will conflict with similar events that Lessor has scheduled for its other facilities. Lessee agrees to

schedule no such similar events on Lessor's Reserved Dates. Lessee shall have the right, however, to schedule on such Reserved Dates dissimilar events which will not conflict with Lessee's events. Subject to the other terms of this Lease, Lessee shall also have the right to schedule events which are similar to Lessor's events provided Lessee schedules those events on dates other than Lessor's Reserved Dates. Also, Lessee shall advise Lessor during the [REDACTED] December meeting of the dates of [REDACTED] Lessee's annual livestock show and rodeo. Lessor agrees to schedule no rodeo, livestock show, or carnival events at its other facilities during the livestock show and rodeo which would conflict therewith. [REDACTED]

[REDACTED] The City Council shall determine any dispute between Lessor and Lessee as to whether any events conflict.

During the [REDACTED] December meeting, Lessor may also designate thirty (30) days which can be consecutive or non-consecutive (herewith called "Lessor's Use Days") during the next calendar year in which Lessor may use the demised premises for City of Austin sponsored events. Lessor's Use Days may not include any dates which will conflict with the staging of the annual livestock show and rodeo sponsored by Lessee nor shall they include no more than fifteen (15) days of weekends or holidays. There shall be no rental fee charged to Lessor for use of the demised premises on Lessor's Use Days; provided however, that Lessor shall pay all costs incurred for its use during Lessor's Use Days for utilities, custodial fees, set-up fees, or maintenance, if any, resulting from its use. [REDACTED]

or Thirty (30) Days

In addition to its use of the demised premises on Lessor's Use Days, Lessor may also use the demised premises under the following circumstances and conditions. If at any time after January 31st of any calendar year during the lease term, Lessor should request use of the demised premises on a date not later than thirty (30) days from the date such request is made and Lessee does not then have a contractual commitment to lease to another party which would conflict with Lessor's requested use, then Lessor shall be entitled to use the demised premises. If Lessor's intended use is to sublease the demised premises to a third party user, then the rental for such use shall be Lessee's standard charge for use of the facility by third parties. If Lessor's intended use is for some charitable organization who will be paying no fee or rental to Lessor or if the intended use is by the Lessor itself, the Lessor will pay only the same charges and use fees which it pays to use the demised premises on Lessor's Use Days.

At all times during the use of the demised premises, including days when the premises are being used for City of Austin sponsored events, Lessee shall have the exclusive concession rights and no other party, including Lessor, shall have the right to sell concessions without Lessee's prior written consent.

- 2) Paragraph 7 of the Lease is deleted in its entirety: [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

3) ~~4) In~~ In all other respects, the Lease is hereby ratified, approved and affirmed.

Approved this _____ day of _____, 1996.

TRAVIS COUNTY, TEXAS

CITY OF AUSTIN

By: _____
Bill Aleshire
County Judge

By: _____

john.doc@contractlease174-27sm.coa



MEMORANDUM

TO: Parks Board Members

FROM: Jesus M. Olivares, Director
Parks and Recreation Department

DATE: May 22, 1996

SUBJECT: Zilker Clubhouse

In response to your request for information at the Parks Board Meeting on May 14, 1996 regarding reservations for the Zilker Clubhouse I am providing the following information.

The Zilker Clubhouse is available for rental 364 days of the year, it is not available for booking on Christmas Day.

For the period of January 1, 1995 - December 31, 1995 the Clubhouse was booked approximately 208 days. Of these rentals 52 were weddings, 140 were parties, 9 were City Retreats and 7 were private meetings.

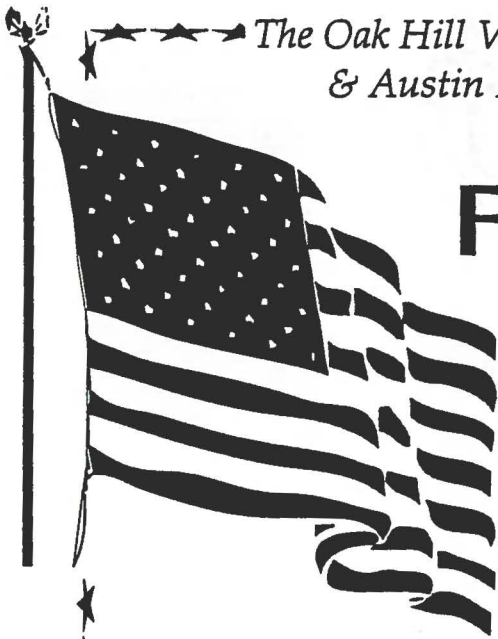
The revenue generated from these reservations was \$38,475.00. The fee schedule for the Zilker Clubhouse is as follows:

Monday through Thursday	7 hours for	\$150.00
	all day (10 am-12 midnight)	\$250.00
Friday through Sunday, Holidays:	7 hours for	\$200.00
	all day (10 am-12 midnight)	\$300.00
	additional hour(s)	\$25.00
	Deposit:	\$100.000

If I can be of further assistance, please let me know.

Jesus M. Olivares, Director
Parks and Recreation Department

★ ★ ★ The Oak Hill Veterans of Foreign Wars ★ ★ ★
★ ★ ★ & Austin Parks and Recreation present ★ ★ ★



Flag Day Celebration

Friday, June 14, 1996
10:00 a.m. – 1:00 p.m.

Dick Nichols District Park
8011 Beckett Rd.
Austin, Texas

★ *Music* ★ *Games* ★ *Refreshments* ★

★ *Flag Day Ceremonies* ★
begin at 12:00 Noon



Austin
Parks and
Recreation

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MEMORANDUM

TO: Parks Board Members

FROM: Jesus M. Olivares, Director
Parks and Recreation Department

DATE: May 22, 1996

SUBJECT: Playground Equipment

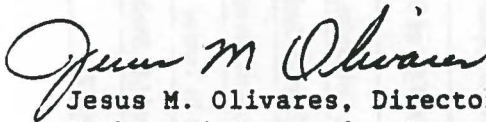
Attached is information requested at the Parks Board Meeting on May 14, 1996.

The chart labeled "Table 2" lists those pieces of playground equipment the Parks and Recreation Department will treat as a first priority in our lead abatement plan.

The chart labeled "Attachement A" lists the pieces that will be treated as a second priority.

Also attached is information on the encapsulation method to be used.

If I can be of further assistance, please let me know.


Jesus M. Olivares, Director
Parks and Recreation Department

Enclosure

Table 2
Lead Containing Paint (>5% lead by weight)

Park Name	Paint Color & Area Sampled	Condition			Lead Concentration (%)	Inventory of LBP Equipment
		Intact	Fair	Poor		
Balcones Park	Orange; Playscape Slide		P		4.80	1 Playscape
Barton Hills	Red; Swing Set			P	1.60	2 Swing Sets
Brentwood	Orange; Handrail to Wooden Bridge - Large Playscape			P	9.57	1 Playscape
Butler Playground	Red/Yellow; Swing Set			P	0.795	1 Swing Set
Civitan Park	Yellow/Gray; Playscape Ladder, N. Side			P	1.13	1 Playscape
Cook	Yellow/Sandstone; S. Swings, N. End			P	5.16	2 Swing Sets
Comal Park	Red/Dark Red; Playscape, E. Side			P	1.03	1 Playscape
Cunningham	Yellow/W. Swing Set			P	5.17	1 Swing Set
Dottie Jordan Playground	Black/Red; Barrel Slide			B	0.546	1 Slide
Givens Park	Red/Orange; Top Bar of Swing			P	1.36	1 Swing Set
Hancock	Blue/Yellow; Roof of Playscape		P		8.17	1 Playscape
Houston	Blue/Yellow; Support for Swings, W. Side			P	1.15	1 Swing Set (blue & red)
	Red/Yellow; Top of Swings, W. Side			P	1.34	1 Slide (blue & red)
Lucy Read	Silver; Legs of Swings		P		0.519	1 Swing Set 1 Tower 1 Box
	Pale/Red; Top of Swing Set		C/P		1.30	
	Red/White; Bottom of Tower			P	2.77	
	Yellow Box in Tower			P	4.27	
Mabel Davis	Red/Brown; N.E. Swings, S. End		P		0.570	2 Swing Sets
Martin Playground	Orange; Swing		P		27.2	2 Swing Sets

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Table 2
Lead Containing Paint ($\geq 5\%$ lead by weight)

Park Name	Paint Color & Area Sampled	Condition			Lead Concentration (%)	Inventory of LBP Equipment
		Intact	Fair	Poor		
Metz Playscape	Yellow/Orange; Swings (Behind Building)			P	3.26	1 Swing Set 1 Playscape with Slide
	Yellow/Orange/Yellow Slide			P	1.42	
Oak Springs Park	Blue/Orange/Green; E. Swings, W. End			P	1.62	1 Swing Set
Patterson Park	Orange; S.E. Playscape - On Handrail	✓			5.54	1 Playscape and Handrails
Perry	Yellow; W. End Swing Set			P	4.10	1 Swing Set
Pillow	Orange; Big Playscape	✓			4.60	1 Playscape
Ricky Guerra	Red; Wagon Wheel			P	0.812	1 Wagon 1 Cannon
	Silver; Cannon			P	0.670	
Rosewood Park	Red; Top of N. Swings			P	0.544	1 Swing Set 1 Playscape
	Yellow; Playscape Ladder			P	7.30	
Shipe	Yellow; N. Swing Set, W. End			P	3.49	2 Swing Sets
Sunshine Camp	Grey; W. End of Central Climbing Bars			P	5.24	1 Set Climbing Bars
Walnut Creek	Orange; Slide by Pool	✓			4.8	1 Playscape
Williams	Red/Orange; E. End of N. Swings		P		4.10	2 Swing Sets
Woolridge	Yellow/Red; N.W. Slide			P	3.91	1 Slide 2 Swing Sets
Yates Park	Yellow; E. End of Swings			P	4.58	1 Swing Set
Zaragoza Park	Yellow/Gray; N.W. Slide			P	15.5	1 Slide 2 Playscapes
Zilker Park	Red; Lion Fountain		P		1.86	1 Lion Fountain 1 Fire Truck
	Red; Fire Truck (tire rim)		P		0.630	

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Attachment A		
Results > 0.06% to 0.49% lead by weight		
Area	Equipment	Results %
Barrington	Swingset, S.E.	0.069
Barton Hills	Playhouse	0.066
Civitan	Playscape	0.298
Clarksville	Swingset	0.075
		0.192
Clarksville	Playscape	0.381
Cook	Swing, N.	0.124
Dottie Jordan	Light Pole	0.073
Garrison	Handrails @ Playscape	0.079
	Slide	0.363
	Swings, W.	0.125
Gullett	Swingset	0.071
	Slide	0.112
Hancock	Jungle Gym Fort	<0.5
	Cargo Net Wood	0.228
	Playscape w/Slide	0.262
	Swingset	0.152
Hill	Swingset, S.E.	0.068
Lucy Read	Swing @ Tower	0.215
Mabel Davis	Train Bumper	0.173
Norman	Swings, W.	0.077
N.E. Park	Table Support	0.157
N.W. Park	Swings, E.	0.110
Oak Springs	Playscape, N.E.	0.102
	Playscape, N.E.	0.100
Odom	Swingset	0.100
Ortega	Swing, N.W.	0.205
Palm	Swing, N.W.	0.080
Pan Am	Slide Post	0.063
Pease Park	Swing, S.	0.093
Pecan	Swing, E.	0.087
Reilly	Playscape	0.079
Ricky Guerro	Wagon Wheel	0.230
	Swing	0.082
Rosewood	Swing, N.	0.185
	Swing, S.	0.166
Shipe	Upper Swingset	0.452
T.A. Brown	Swing	0.120
Woolridge	Slide	0.069
Zaragosa	Swings	0.082

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ENCAPSULATION

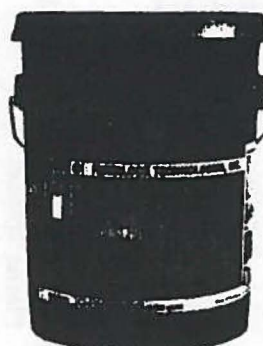


(Lead Barrier Compound) #5400

L-B-C is Fiberlock's patented blend of thermoplastic and elastomeric resins that yield maximum coverage per gallon. While it can be applied with a brush or roller, L-B-C is formulated specifically for the professional contractor to apply in one airless spray application.

Features:

Massachusetts and Maryland Certified
UL® Classified (For industrial and commercial use)
H.U.D. specified
Class "A" fire rated
Contains Bitrex® anti-ingestant
Meets all proposed ASTM federal standards
Forms a flexible and durable barrier to LBP
Indoor and outdoor usage
20 Year Guarantee
Easy one-step 7 mil application
Water-based, non-toxic
Available in quart, 1 gal., 5 gal., and 55 gal. containers



LeadMaster encapsulation coating is

easy to apply using a brush or roller and is formulated specifically for use by homeowners and do-it-yourselfers. LeadMaster's multiple coats and 15 mil thickness provide maximum protection.

Features:

Massachusetts and Maryland Certified
H.U.D. specified
Class "A" fire rated
Contains Bitrex® anti-ingestant
Meets all proposed ASTM federal standards
Forms a flexible and durable barrier to LBP
20 Year Guarantee
Water-based, non-toxic
Available in quart, 1 gal., 5 gal., and 55 gal. containers



WHITE



ANTIQUE
LINEN



LINEN
WHITE



PASTEL
GREEN



PALE
YELLOW



PASTEL
BLUE



PEACH



SILVER
GRAY



SKY
BLUE

PRODUCT DATA

LEADMASTER

ENCAPSULATION COATING FOR LEAD-BASED PAINT

DESCRIPTION

Product No.: #5425 White, #5426 antique white, #5427 linen white, #5428 pastel green, #5429 pale yellow, #5430 pastel blue, #5431 peach, #5432 silver gray, #5433 sky blue

LEADMASTER is a high build, elastomeric, water-based copolymer; blended specifically to form a barrier to lead-based paint (LBP). LEADMASTER is Massachusetts certified (No. DL-9978), Maryland certified and U.S.D.A. approved. LEADMASTER and L-B-C[®], (also manufactured by Fiberlock Technologies, Inc.) are the only true encapsulants on the market today since they actually prevent the migration of lead to the surface, thus eliminating future lead dust contamination and potential liability. LEADMASTER's high build insures maximum protection for severe and harsh environments. In addition, LEADMASTER meets or exceeds all projected standards; federal, state, local, ASTM, EPA, HUD, and OSHA, for encapsulation of surfaces containing such paint. LEADMASTER contains Bitrex[®], a bitter tasting anti-ingestion agent which is EPA accepted and FDA approved.

PROPERTIES

- Solids by weight: 54 \pm 2%; by volume: 42 \pm 2%
- Volatile: Water
- Average particle size: 0.2 microns
- Viscosity at 77°F: 120-130 Krebs Units
- Volatile Organic Content: 1.2 lbs./gal.
- Density @ 77°F: 10.1 \pm 0.2 lbs./gal.
- Flash point: Non-combustible (water based).
- Odor: Virtually odorless.
- Shelf Life: @ 77°F, 36 months minimum, (in original factory sealed containers).
- Finish: Eggshell. 60° specular gloss 17 \pm 5
- Weight per gallon at 77°F: 10.2 lbs.
- Minimum dry film thickness: 15 mils
- Dry time @ 77°F:
 - To touch: 1-2 hours
 - Full cure: 12-24 days
- Fire rating ASTM E84-81a: Class "A"
- Flame Spread: 0
- Fuel Contribution: 5
- Packaged: qt., 1, 5, and 55 gallon containers



SURFACE PREPARATION

Consult all related local, state and federal regulations regarding work practices and personal protection to be used prior to surface preparation. Sanding, scraping and other dry surface preparation procedures can create toxic dust and hazardous waste. A HEPA (High Efficiency Particulate Air) vacuum should be used on all surfaces to remove hazardous dust and particles. Use MSHA/NIOSH approved or equivalent respiratory protection suitable for concentrations and types of air contaminants encountered. For detailed and specific information regarding proper surface preparation, refer to LEADMASTER specification.

LEADMASTER must be applied when the atmosphere and surface temperatures exceed 50°F. Inspect all surfaces to be treated to insure they are clean, dry and free of all foreign matter including: dust, rust, grease, oil, mildew, glue size, calcimine, wax, soap, loose paint, etc. Patch and repair irregularities in surfaces with prepared vinyl paste or appropriate patching compound. Allow to dry and wet sand smooth. Use Power Block[™] or any other approved stain blocking primer for surfaces which have been water damaged or discolored. For high gloss or newly painted surfaces, wet scour with a coarse scouring pad and Lead-Prep[™] (I or II) or any other approved surface preparation treatment. Wear gloves and protective eye wear if using caustics.



FIBERLOCK TECHNOLOGIES, INC.

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Raba-Kistner-Brytest
Consultants, Inc.

8200 Cameron Road, Suite C-154, Austin, TX 78754-3822
(512) 339-1745 FAX: (512) 339-6174

AAF96-013-00
May 10, 1996

Mr. Warren Struss
City of Austin
Parks and Recreation Department
P.O. Box 1088
Austin, Texas 78767

RE: Sampling, Identification and Remediation
Recommendations Relating to Lead-Based Paint in
City Playgrounds

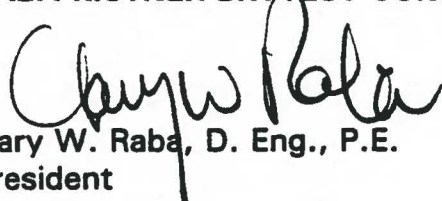
Dear Mr. Struss:

I am forwarding to you the results from our work effort. The attached document includes results from the ninety playgrounds that were included in the Scope of Work. As of today, we only lack data for the soil sample and paint from the swingset at Adams Park. We should have these results by Monday May 13, 1996.

If you have any questions, please do not hesitate to give us a call.

Very truly yours,

RABA-KISTNER-BRYTEST CONSULTANTS, INC.


Gary W. Raba, D. Eng., P.E.
President

GWR/cli

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**PARD Lead Based Paint Survey of Playgrounds
RKBCI Project No. AAF96-013-00**

Introduction

In total, ninety City of Austin Parks and Recreation Department (PARD) playgrounds were included within the Scope of Work. Table 1 lists the individual playgrounds.

Of the ninety playgrounds, thirty were found to possess play equipment that contained lead based paint (LBP) with a lead content of 0.5 percent or greater by weight, Table 2. This is the guideline established by the U.S. Department of Housing and Urban Development (HUD) to differentiate between lead based paint (LBP) and non-lead based paint (NLBP).

The U.S. Consumer Product Safety Commission (CPSC) has presented as a guideline, rather than a mandatory rule, a different threshold. CPSC Document #4325 indicates that purchasers should be sure that equipment is manufactured and constructed with paint and other similar finishes that possess a maximum of 0.06% (by weight) lead.

Table 3 includes those PARD playgrounds that exceed the 0.06% CPSC criteria but are less than the HUD criteria of 0.50%.

Discussions with CPSC staff revealed that the 0.06% threshold was not based upon a formal risk assessment. HUD however, developed their 0.5% threshold based upon formal risk assessments that examined the exposure to children in a residential setting.

Another item to note on Table 3 are those lead results preceded by a less-than sign (<). In order to establish their compliance to the CSC threshold these twelve pieces of equipment will need to be resampled in order to obtain an adequate amount of paint for analysis. Table 4 summarizes these inconclusive CPSC threshold results.

Findings

Lead in Paint

Table 2 lists the playground, paint color, paint condition, lead percent, and an inventory of the play equipment that we found to possess LBP as determined by the 0.5% threshold. The range of lead (percent by weight) ranged from 0.544 to 27.2 percent.

During our site sampling we also conducted a visual inspection of the paint condition. We used the criteria published in the U.S. Department of Housing and Urban Development Guidelines for Evaluation and Control of Lead-Based Paint Hazards in Housing (June 1995). Part of the criteria for conducting a Risk Assessment includes a visual inspection of painted surfaces to evaluate their condition. This becomes a very valuable tool when planning remediation responses, priorities, and remediation techniques.

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For our report we have differentiated between intact (I), fair (F), or poor (P) paint conditions as provided in the table below.

Total Area of Deteriorated Paint on Each Component		
Intact	Fair	Poor
Entire surface is intact.	Less than or equal to 10 percent of the total surface area of the component.	More than 10 percent of the total surface area of the component.

In addition, we also denoted the type of surface deterioration based upon three groupings: chalking (C); peeling (P); or blistering (B). The equipment conditions and surface deterioration for each of the sampled play equipment are included on the sample bulk logs.

Soil

There is no standard for lead in soil, but EPA has recommended a guideline for use as an interim standard which has some basis in health considerations. These interim standards are presented below.

<ul style="list-style-type: none"> Bare soil with child contact: 400 ppm up to 1,999 ppm <p>EPA states that some form of risk reduction should take place with lead in soil in the range of 400 - 2,000 ppm. At a minimum this should take the form of moving child play areas to avoid contact, or to create barriers, such as sod, other plantings, etc.</p>
<ul style="list-style-type: none"> Bare soil, with or without child contact - 2,000 ppm up to 4,999 ppm <p>At this level, EPA recommends some manner of risk reduction, even if there is no child contact with the soil.</p>
<ul style="list-style-type: none"> Residential soil in need of abatement - 5,000 ppm or above <p>At this level, EPA recommends that the soil be abated.</p>

It should be noted that we collected discrete samples of the pea gravel or fine aggregate as well as underlying soil. A typical play area possessed 10 to 26 inches of pea gravel or fine aggregate overlying the natural soil. The maximum reading obtained was 227 ppm.

Methods to deal with reducing the lead hazard are detailed in the following paragraphs.

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ABATEMENT AND INTERIM CONTROL METHODS

Lead-based paint hazard reduction involves the elimination of exposure to immediate lead hazards resulting from lead painted components through an appropriate combination of lead-based paint abatement, and interim controls, as well as removal of leaded soil that may be posing an immediate risk. Based upon the criteria previously discussed, there are no instances of lead contaminated soil. Lead-based paint hazard reduction includes a number of options for reducing the risk of human exposure to lead.

Due to the high cost of complete abatement and the number of play equipment requiring remediation, future work in lead-based paint hazard reduction will emphasize lead-based paint interim controls and limited abatement. Most sites requiring intervention will, therefore, receive a mix of treatments.

A. LEAD-BASED PAINT ABATEMENT

According to federal regulations and guidelines, lead-based paint abatement is the permanent (defined as designed to last at least 20 years, or, in the case of encapsulation, a twenty year product warranty) elimination of lead-based paint hazards through replacement, enclosure, encapsulation, paint removal, and cleaning to remove LBP.

Necessary ancillary work is considered part of the abatement, including the preparation, cleanup, disposal, post-abatement clearance testing, record keeping, and applicable monitoring. The following are considered viable abatement alternatives by HUD as presented by the National Institute of Building Science in the May 1995 publication "Guide Specifications for Reducing Lead-Based Paint Hazards."

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I. REPLACEMENT

Replacement is the removal of lead painted components and their replacement with new lead-free components. This method may not be appropriate for all playgrounds.

Advantages

- Only truly "permanent" abatement method, since all other methods leave lead paint or lead residues behind.
- Integrates well with replacing older structures or pieces of equipment.
- Allows for upgrade of specific park components.
- Can be carried out in a fashion that will minimize lead contamination and disturbances to the playground visitors.

Disadvantages

- Generally more expensive than encapsulation or enclosure (though generally not more expensive than proper paint removal).
- Requires skilled workers.
- May affect access to the playground area.

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II. ENCLOSURE

Enclosure is the covering of lead painted surfaces with a rigid material mechanically fastened and sealed to prevent the release of lead particles into the environment. Other methods might include thick plastic wrappings that are either cemented or heat welded. Enclosure also prevents contact with the lead-based paint. This method is most appropriate for large surface areas but might be adaptable to tubular structures.

Advantages

- Generally very durable,
- Many contractors have the necessary skills
- It generates little contamination, as long as surface preparation is minimal
- Plastic wrapping might be applied at a very rapid pace

Disadvantages

- Lead paint remains on equipment, therefore some ongoing monitoring and maintenance is required
- Because of the equipment shapes and sizes, labor and expense might be extremely expensive for rigid enclosures.
- Some connections and joints may not be completely enclosed.
- The need for significant surface preparation will require the use of a specially trained contractor.

III. ENCAPSULATION

Encapsulation is the covering of lead painted surfaces with a durable liquid coating or reinforced coating to prevent contact with the lead-based paint and/or release of lead chips into the environment. Liquid encapsulants rely on an adhesive bond to their substrate rather than being mechanically fastened. For an encapsulant to qualify as an abatement product, it must be durable enough to last at least twenty years (HUD requirement). Encapsulation may also be used as an interim control mechanism.

Advantages

- Often less expensive than other methods of abatement.
- It generates little contamination, as long as surface preparation is minimal.
- Some products may be applied over poor condition LBP surfaces.
- Application is typically done using air-less sprayers or paint brushes.

Disadvantages

- Depends upon the stability of the encapsulated paint film and the bond of the paint to its substrate. (More of a concern with wooden substrates.)
- Depends upon the surface conditions of the paint to be encapsulated and the ability to form a bond. (More of a concern with 'thin' layer encapsulants).
- Since durability is partially a function of the painting history, must be field patch tested on each surface which may have a different painting history (at most there will be three surfaces).
- Proper surface preparation and proper application critical to success.
- Requires ongoing monitoring and maintenance.

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IV. OFF-SITE PAINT REMOVAL

The stripping of lead-based paint from components at the facilities of a professional paint stripping operator is most appropriate for equipment that may be easily dismantled. This type of stripping usually involves using non-methylene chloride-based chemicals.

Advantages

- Potential for contamination generated by the removal process is off-site.
- Is appropriate for highly detailed and complex surfaces.

Disadvantages

- Significant lead residues remain on porous surfaces, such as wood, and are likely to become embedded in new paint.
- Components will require extensive cleaning after paint removal.
- Generally more expensive than on-site methods.
- Swelling of woods, raised grains of woods, failure of fasteners, and potential inability to re-install assemblies without welding.
- Requires components be marked with proper locations for reassembly.
- Requires equipment to be inventoried prior to removal.
- Requires the use of specially trained personnel.

V. ON-SITE PAINT REMOVAL

Lead-based paint can be removed from the surfaces of components while they remain in-place using non-methylene chloride-based chemicals, or mechanical equipment assisted by a vacuum equipped with a high efficiency particulate air filter (HEPA).

Advantages

- Appropriate for components that are easily accessible.
- The use of mechanical equipment will generally outpace all other methods.

Disadvantages

- Most hazardous of all abatement methods. Workers will need protection from toxic solvents, when used.
- Often leaves very large lead residues behind on porous structures, which may become embedded in new paint (this is a particular concern with chemical stripping on wood substrates).
- Chemical residues may cause premature deterioration of new paint.
- May cause aesthetic damage to the substrate.
- Chemical stripping is often the most expensive abatement method.
- Often generates both liquid and solid hazardous waste.
- If residues are high, will require ongoing monitoring of condition of paint and dust levels on friction surfaces.
- Requires the use of specially trained personnel.

Inappropriate paint removal methods, including open flame burning, the use of methylene chloride-based chemicals, dry scraping/sanding, uncontained water blasting, uncontained abrasive blasting, and uncontained power assisted mechanical removal should be avoided. These methods generate large amounts of lead dust that may contaminate the environment and expose the workers.

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B. INTERIM CONTROLS

Interim controls (sometimes known as "in-place management") are treatments designed to temporarily reduce human exposure or the risk of exposure to lead hazards. These treatments include specialized cleaning, repairs, maintenance, painting, paint stabilization, temporary containment, and education programs. If encapsulation products do not provide a twenty year warranty, they may still be useful as an interim control. Ongoing monitoring of equipment conditions is necessary to ensure the continued performance of interim control measures.

Interim controls may be appropriate for a piece of equipment with minor maintenance or clean-up problems but in generally good condition, or as a temporary measure until a planned abatement or other hazard reduction (replacement) is implemented. Interim controls are likely to be least effective on equipment in poor condition, with severely cracking, severely peeling, or severely blistering paint surfaces. It may be necessary to wet sand or otherwise prepare a paint surface and to perform necessary cleaning before initiating a program of interim controls. Other methods of paint stabilization may include wrapping to localized severely weathered paint prior to application of an encapsualte.

Where interim controls are used, ongoing monitoring of conditions is necessary. The poorer the overall condition of the equipment surface, the more frequently such monitoring will be necessary.

Advantages

- Least expensive first cost.
- Can be implemented immediately.

Disadvantages

- Lead paint remains on equipment (albeit under a protective coating).
- Continuing expense of monitoring and documentation activities.
- Requires ongoing monitoring of condition of paint.

ABATEMENT AND INTERIM CONTROL COST ESTIMATES

We have contacted several contractors in the area regarding estimated costs for the Abatement and Interim Control Methods previously discussed. The total linear feet for the swing sets may vary from 80 to 125 linear feet depending upon configuration.

Removal

Activities include removal (plasma torch) of play equipment to an elevation of 1 to 2 feet below grade. Larger pieces would be loaded and transported to an offsite location to be cut into smaller units. Waste classification would be by TCLP method. Disposal assumes non-hazardous condition.

\$1,000 to \$2,000 per playground.

Enclosure

Activities include the application of a "shrink wrap" material around the equipment accessories and components.

\$700 to 800 per playground.

Encapsulation

Activities include two alternatives

- Wet sanding and prime coat & paint
\$8 to \$12 per linear foot
- Wet sanding and prime coat of paint, and LBP rubberized encapsulant
\$9 to \$14 per linear foot.

Off Site Paint Removal

Activities include removal of the play equipment, transportation to an offsite facility, and chemical stripping of the paint

\$18 to \$27 per linear foot

\$27 to \$32 per square foot on large complex surface (grills)

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On-Site Paint Removal

Activities include creating a basic enclosure above and below the equipment, application of a chemical stripping agent and removal of the leaded paint.

\$16 to \$25 per linear foot

\$32 to \$35 per square foot on large complex surface (grills)

Activities include creating a basic enclosure above and below the equipment and using a HEPA vacuum connected mechanical device to remove the leaded paint.

\$14 to \$20 per linear foot.

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RECOMMENDATIONS

The advantages and disadvantages of different abatement and interim control methods may vary. For this project, surfaces may be exposed to the weather, and this may affect the type of enclosure or encapsulant that is appropriate. Elevated play equipment components may be out of reach of the public so that the tendency for a surface to release lead chips (under normal weathering conditions) may be a greater issue than direct human contact with these surfaces. This is especially true for those swingsets that we observed in which the only paint present was located on the horizontal support.

Other factors that will influence the abatement and interim control method are:

- Duration of inaccessibility of playground to public.
- Time period from removal to replacement.
- Complexity of the playground equipment construction.
- Ability to order and receive replacement components in a timely manner.
- Condition of painted surfaces.
- Type of surface deterioration.
- Surface texture of LBP component.
- Accessibility of LBP component to children.
- The ability to use City of Austin work crews that do not have EPA approved LBP worker training.

It is our recommendation that interim control methods consisting of stabilization of paint surfaces and an application of an encapsulant occur. Those items in Table 2 should take precedence.

As a first step, these interim controls should be used to address the lead paint hazard. However, it should be recognized that these interim control methods are not practical at every playground. Our judgement is that the following playgrounds may not be good candidates for paint stabilization and encapsulation.

Civitan (ladder)
Lucy Read (lighthouse)
Rosewood (playscape)
Sunshine Camp (climbing bars)
Zaragosa (slide)
Zilker Park (lion fountain)

Our review of these five playground lead us to believe that replacement or paint removal are the best abatement alternatives. However, PARD may choose to conduct paint stabilization activities at the playgrounds immediately until replacement can occur. Techniques that are available include wrapping tubular components with duct tape, applying a coating of spray adhesive followed by a fitted piece of poly (2 to 4 mil thickness) or the application of an outdoor enamel based paint if the surface condition is not too poorly deteriorated.

For further guidance, we have also prepared Table 5 for your use. In developing this table, we took into consideration if the LBP component was easily removed (unbolted) and the size and shape of the equipment piece. This can help direct the decision making process in the choice of onsite or offsite paint removal.

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Table 1
 PARD Playgrounds in Scope of Work

Adams	Gullett	Pecan Springs
Alamo	Hancock	Perry
Andrews	Hill	Pillow
Bailey	Holiday Inn Playscape	Quail Creek
Balcones	Houston	Ramsey
Barrington	Kealing	Reed
Bartholomew	Kendra Page	Reilly
Barton Hills	Krieg Ballfield	Ricky G.
Battlebend Park	Little Stacy	Rosewood
Big Stacy	Longview Park	Sanchez Playground
Brentwood	Lott	Schroeter
Butler Playground	Lucy Read	Searight Park
Buttermilk	Mabel Davis	Shipe
Civitan	Martin Playground	Slaughter Park
Clarksville Park	Metz Playscape	South Austin
Comal	Montopolis	St. Elmo
Cook	Norman	Sunshine Camp
Cunningham Playground	North Oaks	T.A. Brown Playground
Dick Nichols Park	Northeast	Tarrytown
Dittmar	Northwest Park	Walnut Creek
Doss	Northwest Rec. Center	Waterloo Park
Dottie Jordan	Oak Springs	West Austin Playground
Dove Springs	Oakview	Westenfield
Eastwoods	Odom Playground	Williams
Eilers Park	Onion Creek	Woolridge
Franklin	Ortega	Wooten
Garrison	Palm Park Playground	Yates
Gillis	Pan Am	Zaragosa
Givens	Patterson	Zilker Park
Govalle	Pease	Zilker School Playground

Table 3
Results > 0.06% to 0.49% lead by weight

Area	Equipment	Results %
Andrews	Swingset	<0.077
Barrington	Swingset, S.E.	0.069
Barton Hills	Playhouse	0.066
Civitan	Playscape	0.298
Clarksville	Swingset	0.075
		0.192
	Playscape	0.381
Cook	Swing, N.	0.124
Dottie Jordan	Jungle Gym	<0.104
	Light Pole	0.073
Dove Springs	Beam @ Playscape	<0.087
Garrison	Handrails @ Playscape	0.079
	Slide	0.363
	Swings, W.	0.125
Gullett	Swingset	0.071
	Playscape, S.	<0.090
	Playscape, S.	<0.080
	Slide	0.112
Hancock	Jungle Gym Fort	<0.5
	Cargo Net Wood	0.228
	Playscape w/Slide	0.262
	Swingset	0.152
Hill	Swingset, S.E.	0.068
Kealing	Playscape, S.	<0.132
Lucy Read	Playscape	<0.061
	Swing @ Tower	0.215
Mabel Davis	Train Bumper	0.173

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Table 3
Results > 0.06% to 0.49% lead by weight

Area	Equipment	Results %
Norman	Swings, W.	0.077
N.E. Park	Table Support	0.157
	Fire Truck	<0.084
	Fire Truck (Bumper)	<0.091
N.W. Park	Playscape, E.	<0.067
	Swings, E.	<0.109
Oak Springs	Playscape, N.E.	0.102
	Playscape, N.E.	0.100
Odom	Swingset	0.100
Ortega	Swing, N.W.	0.205
Palm	Swing , N.W.	0.080
Pan Am	Slide Post	0.063
Pease Park	Swing, S.	0.093
Pecan	Swing,E.	0.087
Pillow	Playscape	<0.071
Reilly	Playscape	0.079
Ricky Guerro	Wagon Wheel	0.230
	Swing	0.082
Rosewood	Swing, N.	0.185
	Swing, S.	0.166
Shipe	Upper Swingset	0.452
T.A. Brown	Jungle Gym	<0.263
	Swing	0.120
Woolridge	Slide	0.069
Wooten	Playscape Pole	<0.122
Zaragosa	Swings	0.082

Table 4		
Inconclusive Data ¹		
Area	Equipment	Results
Andrews Playground	Swingset	<0.077
Dottie Jordan	Jungle Gym Leg	<0.104
Dove Springs	Beam Playscape (blue)	<0.087 ²
Gullett	Playscape (purple)	<0.090
	Playscape (green)	<0.080
Kealing	Playscape	<0.132
Lucy Read	Playscape	<0.061
Northeast	Fire Truck (red)	<0.084
	Fire Truck (silver)	<0.091
Northwest	Playscape (blue)	<0.067 ²
	East Swing	<0.109
Pillow	Playscape (blue)	<0.071 ²
T.A. Brown	"Playscape" Jungle Gym	<0.263
Wooten	Playscape (blue)	<0.122 ²
¹ Sample volume sufficient for HUD criteria but inadequate for TSCA 0.06% lead by weight criteria.		
² Represents sample from newer playscapes possessing baked-on enamel paints.		

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Table 5	
Relative ease of component removal for playground units with paint > .5% lead.	
Easy	Difficult
Barton Hills Brentwood Butler Comal Cook Cunningham Dottie Jordan Givens Lucy Read Mabel Davis Martin Oak Springs Perry Ricky Guerro Shipe Sunshine Camp Williams Yates Zilker	Balcones Civitan Hancock Houston Metz Patterson Pillow Rosewood Walnut Creek Woolridge Zaragosa

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